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SUMMARY RECORD OF THE 14th MEETING

Held at the Palais des Nations, Geneva,
on Wednesday, 6 May 1992, at 10 a.m.

President: Mr. BREITENSTEIN (Finland)
later: Mr. SENILOLI (Fiji)

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The meeting was called to order at 10 a.m.

OTHER MATTERS (agenda item 11)

(c) THE COMMONWEALTH OF INDEPENDENT STATES AND EASTERN EUROPE: WAYS OF ESTABLISHING A UNITED NATIONS PRESENCE (DP/1992/51; DP/1992/CRP.6)

1. Mr. HELMKE (Director, Division for Europe and the Commonwealth of Independent States) said that the report of the Administrator and the conference room paper dealt with matters which had been raised at the special session of the Governing Council in February: the risks involved in diverting resources from the South to the East, the forms and content of UNDP cooperation, cost-effectiveness and costs of the presence of the Programme on the ground and the innovative management methods to be adopted in the particular situation. The question of the comparative advantages of UNDP had been examined in the document from the point of view both of the "slot" to be occupied by the Programme, its procedures and instruments and also of the complementarity of its action in relation to other donors in those countries. In the case of countries admitted to recipient status at the February session, the three priorities were to consolidate the transition towards a market economy and democracy, to lay the foundations for future development and to enhance the credibility of the reforms, both at the national and international levels, using the experience gained by UNDP in the area of human development. All the countries in transition had initially recorded a serious deterioration in their economies, with a consequent danger of social and political instability. They were accordingly expecting UNDP to support the economic measures taken by them, so as to avert those dangers. The Secretary-General's initiative in installing "interim offices" in six countries of the former Soviet Union had to be seen against that background.

2. The presence of the Programme on the ground was felt by those new UNDP partners to be more important than the actual allocation of indicative planning figures (IPFs). Furthermore, since UNDP actions in those countries did not fall within conventional development categories, the offices set up in them would concentrate on technical services rather than on administrative and representative functions. Technical advisory services and programme development would go hand in hand with the provision of specialist information and access to the international databases of United Nations agencies, in order to promote cooperation between those new countries and the countries of the South. The interim offices would also support the local information media.

3. The opening of field offices of the conventional type would cost between $60 and $80 million up to the end of the present budgetary period and regional coverage (one office for several countries) $40 million, whereas the implementation of the proposals in document DP/1992/51 had been costed at $8.25 million. The problem was therefore not so much one of the funds required as the type of presence necessary in those countries. Administrative support would not be provided directly by those offices, but by a regional services centre, while "business centres", comprising private enterprises, would provide UNDP and other agency missions with logistic support on a cost-reimbursable basis. There was therefore no question of setting up a common services structure, to be handled directly by UNDP. The effective

operation of the system would depend on a wide-area computer-based communication network, the feasibility and cost-effectiveness of which had already been studied.

4. As far as management methods were concerned, it was envisaged appointing to the UNDP offices staff members competent in specific aspects of economy transition who would be the first experts to be consulted and who would assist national counterparts with capacity building. The establishment of one or more trust funds was also envisaged, so as to permit separate accounting for what were de facto special cases. The most important decision to be taken was not whether UNDP would be present in all those countries or only in some, but for how long. In any case, urgent action was required, since the countries in question had already suffered greatly, their economies were deteriorating rapidly and humanitarian aid was not enough. Furthermore, the longer intervention was delayed, the higher the costs of economic recovery.

5. Mr. SOLEN (Observer for Turkey) said that his delegation favoured the possible establishment of a UNDP field structure in the eight newly independent countries of the former Soviet Union, which had recently been allocated IPFs. If, for various reasons, the physical presence of UNDP should prove impossible, a suitable arrangement might be to reinforce the Ankara office as a base for Programme activities in the countries in question. Turkey, which was in fact both a donor and a recipient country with experience and technical and administrative skills, had close historical, cultural and linguistic ties with a number of the newly independent republics. All those factors constituted comparative advantages in its favour.

6. Mr. SOUTTER (Canada) said that his Government had long been of the view that UNDP's administrative costs were too high and that the cost of many UNDP field offices was out of proportion to the value of programme delivery. At the special session in February, his delegation and many others had urged caution in regard to UNDP proposals for the immediate establishment of offices in five new countries. Two months later, it was proposed to establish offices in 15 new countries, again with the same urgent insistence.

7. His delegation strongly supported the principle of an integrated United Nations field presence, but the documents submitted left many questions unanswered. Whereas the Secretary-General was proposing to set up six country offices in the CIS, which might be acceptable, UNDP was proposing 15 such offices. What was the justification? What evidence did UNDP have that supplementary funds would be made available to support that initiative? His delegation was by no means convinced that it was so, since Canada itself had found it possible to deliver assistance effectively without intermediaries. On the issue of coordination, had UNDP discussed its role with the European Community, which was currently performing a coordinating function in the region, with the European Bank for Reconstruction and Development (EBRD) or even with the proposed recipients? Until the sources of financing listed in paragraph 19 of document DP/1992/51 were specifically identified for each country and an appropriate cost-benefit review presented, his delegation saw no justification for considering anything beyond the Secretary-General's proposals. No one disputed the urgency of the problems facing CIS countries; but one had to be sure that the very rapid deployment of a field structure in each of those countries would substantially solve those problems.

8. Ms. SCHJERVEN (Norway), speaking on behalf of the Nordic countries, said that those countries supported the approval of recipient status to Armenia, Kazakhstan, Kyrgyzstan, Moldova, the Russian Federation and Turkmenistan. The Nordic countries supported the democratization, the structural reforms and the transition of those countries on a bilateral basis in addition to development assistance budgets. Since the major part of UNDP resources for the fifth cycle was earmarked for countries with a per capita GDP of under $750, the Programme should put to the best advantage the limited resources available for that region. In regard to establishing a UNDP presence in the region, the proposal to set up 15 new offices appeared too ambitious and was not justified by sufficiently thorough studies. It was not clear why the proposal should be examined as a matter of urgency before country programmes had been formulated in cooperation with recipient Governments, programmes which would depend to a large extent on decisions as to the appropriate field representation? It was also necessary to work towards a common United Nations approach both to programming and field representation. Consultations with the ACC and JCGP were referred to in document DP/1992/51, but without any indication of their outcome. Concerning the Secretary-General's decision to establish, in cooperation with UNDP, "interim offices" in six countries in the region, it would be interesting to know UNDP's views on the practical implications of that initiative for a common field representation. The Nordic countries found it very surprising that the Secretary-General should have prejudged in that manner a decision by the Governing Council affecting UNDP's administrative resources.

9. UNDP had identified five different sources of funding outside the UNDP core budget. To what extent were those possibilities for financing realistic and how far could the costs of establishing integrated offices be shared with other United Nations organizations? The Nordic countries noted with satisfaction that UNDP emphasized cost-effectiveness and planned a minimum of international posts and logistic support for the offices. They found it difficult however to approve the Administrator's proposal on the basis of the information received prior to the session. The Council should not take a decision on a UNDP presence in the Baltic countries and in the Commonwealth of Independent States before the questions of UNDP's role and the comparative advantages of the Programme and the possibilities for a common United Nations approach and financing from other sources had been answered.

10. Mr. BLUKIS (Observer for Latvia), also speaking on behalf of Estonia and Lithuania, said that for historical reasons the Baltic countries were among the least experienced countries in international relations and in consequence urgently needed to establish multilateral and bilateral technical and financial aid flows and trade relations. It was necessary, in the first place, to collect, understand, evaluate and utilize the necessary information and to build the confidence of responsible government officials and private entrepreneurs. An effective and continuing UNDP presence could, by example and training help towards that end, since the labour force in the Baltic countries was highly skilled and would only need to be taught to put its skills to use in the context of a market economy.

11. The rapid provision of aid and the establishment of trade relations would render it possible to prevent the decay, if not the demise, of the very considerable human and institutional resources of the Baltic countries and

would rapidly free them from their dependence on foreign aid. The handling of international assistance and trade relations was a key element in the process of transition, and was a field in which UNDP enjoyed particular comparative advantages. The Baltic countries were also anxious to cooperate with UNDP in various other fields where the Programme's world network and its know-how could rapidly achieve appreciable effects on the transition of those countries to democracy and a market economy.

12. Mr. SHOJI (Japan) pointed out that the countries of the former Soviet Union were not all at the same stage of development. In the five Central Asian republics, per capita income and the economic infrastructure were at a level similar to those in low- and middle-income developing countries. Those countries should be given the same treatment, in accordance with the proposal which his country had submitted to the OECD Development Assistance Committee. In the republics in the European region, on the other hand, the level of development was higher and the support accorded to those countries should be temporary, to help them through the transitional period. Those differences should be taken into account when determining the best possible UNDP presence in the countries in question. The innovative and cost-effective approach proposed by the Administrator was certainly commendable, in particular the application of the "business centre" concept and that of an integrated United Nations presence, but the other agencies were insufficiently committed to that approach. The whole question should be examined, in particular, in the ACC and JCPG.

13. The cost over 18 months of the structure proposed by the Administrator ($8.25 million) was very substantial in relation to the aggregate amount of IPFs allocated to those countries for the fifth cycle. Furthermore, since only one international staff member was to be employed in each case, there was a risk that those offices might be not only costly but ineffective. Another and more realistic solution would be to establish only a small number of offices adequately staffed to cover several countries, especially since the six sources of funding, listed in paragraph 19 of the Administrator's report, were still hypothetical. The Secretary-General intended to establish offices in six countries in the region fairly soon, without it being immediately clear that the choice had been guided by the development needs of each country and the scope of UNDP technical assistance. His delegation believed that a cautious step-by-step approach should be adopted, responding to the actual formulation and implementation of programmes and projects.

14. Mr. LENZI (Italy) said that it was necessary to determine precisely what UNDP's specific advantages were, in relation to other forms of cooperation that were already under way or being considered, in particular through European institutions, so that donor countries could decide what additional resources should be allocated to the United Nations system. Apart from emergency humanitarian aid, the essential purpose of cooperation with the CIS countries and the Baltic States was to stimulate underemployed energies and resources while at the same time promoting pluralism, participation and convergence of aims, an approach which was different from the traditional conception of development assistance.

15. As those countries made the transition to a market economy, UNDP could be most useful in an advisory capacity, in the administrative and managerial fields, with special regard to institution building, budgeting, prior assessment of projects, training of administrative staff and dissemination of information. The changing requirements of each of the countries should therefore be closely monitored as its reforms and economic rehabilitation projects progressed. As regards the possibility of establishing permanent United Nations offices, it would seem that the countries in question needed experts rather than resident representatives. In addition to the establishment of a separate UNDP division for Europe, a centralized inter-agency office in Geneva could ensure system-wide operational coherence and would be in a position to intervene as required. The situation called for innovative approaches by the whole system, and perhaps at the next session of the Governing Council it would be possible to establish a more structured United Nations presence.

16. Ms. DOWSETT (New Zealand) said that the question at issue was a twofold one: what role could UNDP play in the CIS countries? Should it establish a presence there and, if so, how?

17. There could be no doubt that all the countries in the CIS needed aid, in one form or another, and the Russian Federation perhaps most of all. But it was not certain that the most useful aid would come from UNDP, which had much the same advantages to offer as the World Bank, for example, which had already been given a mandate to assist the CIS. Further thought should therefore be given to the various types of aid envisaged by the Administrator, and in particular to the question of what "South-East cooperation" might cover. UNDP could also exploit the experience it had gained in Eastern Europe and propose certain novel forms of cooperation which had already proved their worth; some were listed in paragraph 31 of conference room paper DP/1992/CRP.6. Cooperation between donors and recipients was also essential, but UNDP must be careful that it did not play the same role as other donors. All in all, the Administrator's proposals needed to be spelt out more carefully, particularly since the budgetary information provided on the possible establishment of temporary integrated offices did not seem to be consistent. All things considered, her delegation would wait for more detailed proposals before taking a position.

18. Mr. BROLIWERS (Netherlands) noted that UNDP seemed to be ready to undertake certain activities in the Republics of the former USSR forthwith, but that the description of the kinds of assistance envisaged (DP/1992/51, para. 6) remained rather vague. Furthermore, despite the requests made in June 1991 and in February 1992 at the Council's special session, UNDP was still not providing the Council with updated macroeconomic figures on which it could base a decision. It remained unclear how UNDP representation at the local level would fit in with that of the other organizations already present and increasingly active in the region, such as the World Bank, EBRD and the European Community.

19. Although the allocation requested by the Administrator was a modest one, his delegation could not support the proposals, essentially for two reasons: in principle, the Netherlands Government was against using funds allocated for

official development aid to solve problems in countries which were not developing countries. It was clear that in the present case ODA money would be used for non-ODA purposes. It was even possible that some at least of the 15 States in question would not meet the assistance criteria of the countries members of the OECD Development Assistance Committee. The proposal confirmed the fears of many members of the Council that UNDP was shifting its focus from the South to the East, both financially and in the content of its programmes.

20. The report in document DP/1992/51 also raised some questions of a financial nature: why was the Administrator proposing to finance the whole amount of $8.25 million out of the administrative budget, when in paragraph 19 five other financial options were mentioned? It was unlikely that Governments would provide the extra resources, and he would therefore like to know whether UNDP's core budget could cover those costs. What, moreover, could justify the establishment of 15 separate offices, when sharing premises would not only make for greater efficiency but also improve coordination of the activities of all the United Nations bodies present?

21. It remained true that the study undertaken on the possibility of making more efficient use of the administrative capacities of field offices through the establishment of one or two regional administrative centres could be useful and that the formula could be extended to other regions, provided that the Council knew exactly what savings would be achieved through the establishment of such centres.

22. Mr. WEJTKO (Poland) reminded the Council that Poland, Hungary and Czechoslovakia aspired to become full members of the European Community, with which they had already concluded association agreements, so that it was only on a temporary basis that they were seeking UNDP assistance and other forms of bilateral and multilateral aid. It was nevertheless true that the actual presence of UNDP in those countries was of crucial importance from the point of view of effective use of the very limited resources provided by the Programme. It was, for example, through the presence of a Resident Representative in Warsaw and through the close day-to-day working relations established that it had been possible to ensure that the programme for Poland took full account of national priorities and in October 1990 to launch an umbrella project combining various quite new forms of assistance, which was already showing very positive results. In addition, the UNDP presence made for better coordination of fund-raising from bilateral and multilateral donors represented in Warsaw.

23. As a general rule, the smooth cooperation thus established with local UNDP representatives was based on established mechanisms, particularly as regards cost-sharing. For the fifth cycle, Poland intended to pay UNDP the equivalent of US$ 3 million in Polish currency, as compared with its IPF of $3.5 million. It would be ready to organize a seminar or workshop in Warsaw in order to explain to the new recipient countries what sort of cooperation they could expect with a local UNDP presence.

24. Ms. SCHAFER-PREUSS (Germany) said that her delegation was quite willing that the Russian Federation should be given recipient status while already having that of a net contributor, because the arrangement would be purely transitional in nature and would come to an end as soon as the country was again able to fulfil all its duties as a net contributor.

25. With regard to the establishment of a UNDP presence in the Commonwealth of Independent States and the Baltic States, conference room paper DP/1992/CRP.6 gave a useful indication of what the Administrator envisaged. However, at the Council's special session in February 1992, her delegation had asked UNDP, whose administrative budget was very tight, to consider other scenarios for the three Baltic States and the Republics of the former USSR which had asked for recipient status, in particular through the establishment of regional offices and/or the opening of joint offices, especially in the smaller countries. Her delegation was therefore disappointed to find that conference room paper DP/1992/CRP.6 did not throw much light on such institutional and organizational aspects.

26. However, Germany was not in principle opposed to the general approach adopted by the Administrator. Given that in the present case UNDP cooperation had to depart from traditional forms of assistance, that its presence would merely be temporary and that the Secretary-General intended to establish six United Nations offices in the CIS countries, UNDP should enter into negotiations with the United Nations Secretariat and the other organs of the system, and also with the donors and the countries concerned, in order to identify the countries in which there was the most urgent need for a UNDP presence. That presence would have the structure recommended by the Administrator, on condition, however, that the approach was a joint one and that UNDP did not act in isolation. For the time being, her delegation did not think it would be appropriate to set up a UNDP office in each of the new recipient countries. Her delegation could not as things stood support the Administrator's budgetary proposals, but hoped to discuss the matter further in the Budgetary and Finance Committee.

27. Mr. ELLIS (United Kingdom) said that his delegation was not yet able to take a decision on the Administrator's proposals. However, it urged UNDP to be realistic, for there was no guarantee that the resources mentioned in the Administrator's report would be made available. Perhaps UNDP should coordinate the activities envisaged for the CIS countries with the World Bank and other organizations which had already established a presence in the region.

28. Moreover, the CIS States were not all alike, and it would not be advisable to open 15 new offices until their individual and varying requirements had been defined. His delegation would have difficulty in supporting a blanket proposal, which did not take the specific needs of each country into account. The Council should review the field office concept and draw on the experience gained in Central and Eastern Europe. The United Kingdom was firmly committed to the principles laid down in Governing Council decision 90/34 as well as the thematic activities identified in it.

29. Mr. AFANASIEV (Russian Federation) said that his Government, which was moving towards a market economy and had introduced radical economic reforms with a view to joining the world economy, was anxious to maintain relations with the international economic organizations, including UNDP. Some days earlier, the Russian Federation had joined the International Monetary Fund. Its participation in UNDP was of much longer standing, dating from the Programme's very inception. As the successor State to the USSR vis-à-vis the international organizations, the Russian Federation could claim that it had always been an active member of the Governing Council. It therefore supported the requests for recipient status from the republics of the former USSR, and hoped that the members of the Council would assent to that request. At its special session in February 1992, the Council had upheld the principles of universality and democracy by granting recipient status to the three Baltic States, the Ukraine and Belarus. His delegation wished to stress that the recipient status of those countries and the Russian Federation itself was merely a temporary arrangement in order to see them through current difficulties. Nevertheless, as a recipient country, Russia intended to continue providing technical assistance to other countries, in particular through voluntary contributions to UNDP. Furthermore, the Russian Federation would not press for a modification of the IPFs allocated to the CIS countries for the fifth programming cycle. It intended to pursue the action under way and extend "South-East cooperation", by drawing on the experience gained particularly with regard to privatization and creation of enterprises.

30. Above all, the Russian Federation was looking to UNDP for assistance by independent experts, in the form of advisory services, for example, to train staff in various sectors, including banking.

31. Mr. MARDOVITCH (Observer for Belarus) said that his country was also moving towards a market economy and had to establish all the structures required by a new independent State. Within just 18 months, its Parliament would have adopted 119 new laws, including some basic texts concerning the right to own private property, land, creation of enterprises, and so on. The situation in the country had deteriorated seriously, the process of transformation having thrown all mechanisms into disorder. In such circumstances, it even became difficult to safeguard rigorous respect for human rights. The granting of recipient status to Belarus should greatly facilitate its transition to a market economy.

32. The Administrator's report (DP/1992/51) contained a number of interesting and innovative proposals which set the tone for cooperation between the new recipient countries and UNDP. He was certain that, in time, the details of the mechanisms envisaged could gradually be improved. Belarus sincerely hoped that it would be possible to establish a UNDP field office in Minsk. It also supported the recent requests for recipient country status from other republics of the former USSR.

33. Mr. MOORE (United States of America) said that at the present time of United Nations system-wide reform, the assistance provided to recipient countries undergoing a period of economic reform must be well coordinated, with UNDP playing its role as coordinator of United Nations system technical assistance worldwide. His delegation considered that the Programme should not be a major source of funding for the CIS, its role being to provide technical

expertise. Nor should the assistance to the Baltic States and the CIS divert resources from the poorer countries; the resource allocations for new countries should be consistent with the principles of the Council's 1990 decision establishing the 1992-1996 funding levels.

34. In that regard, the United States was extremely concerned that the Council's decision of February 1992, requesting the Administrator to consult with other agencies of the Joint Consultative Group on Policy so as to secure their commitment to the establishment of joint administrative structures, had not been fulfilled. The UNDP should initiate further consultations on the matter.

35. At that juncture, his delegation could not support the trust fund concept and considered that the Administrator should provide a more detailed description of the activities which would be financed from the fund. It was difficult to give such a mechanism serious consideration without knowing how it would fit in with plans being developed by the World Bank, EBRD and other multilateral and bilateral donors, or indeed how those activities would relate to UNDP's other programmes around the world.

36. Mr. OZADOVSKI (Observer for the Ukraine) underlined the importance of the question at issue, in view of the difficulties which the countries of CIS were experiencing in their process of social and economic transformation. He welcomed UNDP's work in that connection, including the Administrator's report (DP/1992/51) and the recent joint UNDP/United Nations mission to Kiev. During the mission, talks had been held with high-ranking Ukrainian officials with a view to consider establishing a joint representation of the agencies concerned. It had provided an opportunity to examine there and then various ways of improving the practical aspects of cooperation between the Ukraine, UNDP and other United Nations agencies.

37. Mrs. WYRSCH (Switzerland), while agreeing that the new republics which had emerged from the former Soviet Union should be granted recipient status, stressed that UNDP's principle of universality of action should not be called into question. If the international community was keen for the Programme to work effectively, recent efforts to focus action on the least developed countries should not be overlooked.

38. Nevertheless, UNDP must be ready to respond to new requirements and offer its services in so far as it was better placed to undertake certain duties. In doing so, the risk of duplication as well as the necessary complementarity in respect of action already under way in Central and Eastern Europe as well as the CIS must be considered. UNDP was considering an innovative approach for the new recipient countries undergoing economic transition so as to cope with what were, by and large, unprecedented requirements. However, some aspects required clarification: the integrated approach envisaged by the United Nations agencies; the definition of UNDP's role and in particular the international experts who might be posted to the 15 republics emerging from the former USSR; the uncertainty surrounding the extra-budgetary funding required; the idea of setting up one or two administrative centres as well as a "business centre". In view of the urgency of the requirements, rather than making any new arrangements, it would be advisable to try to make use of existing United Nations structures in the vicinity of the region.

39. Mrs. MOYA-GOTSCH (Austria), supported, as other delegations had already done, the granting of recipient status to the newly independent republics of the former USSR. It was clear from the earlier discussion, that there were some reservations about the idea of setting up 15 national micro-offices. Those reservations were centred on the necessity for efficiency, the imprecise description of UNDP's actual activities, the duties that a senior international staff member could reasonably accomplish on his own and the problem of funding. Nonetheless, it would seem that compromises could be reached, and that the different issues could be settled satisfactorily.

40. Her delegation appreciated UNDP's wish to participate in the current processes of transition and to assist the Governments concerned in tackling their most urgent challenges. If, like Poland, the countries in question truly wished to cooperate with UNDP, and were willing to provide structures and share in the costs, there was no reason why the Council should not seriously consider a UNDP presence organized in conjunction with other United Nations agencies. Austria considered that a consensus decision should be taken on the matter, if possible during the current session and hoped that all member States, including the traditional major recipients of UNDP assistance, would participate in the negotiating process in an open and flexible manner.

41. Mrs. KEPPENS (Belgium) recalled the reservations expressed by her delegation during the Council's special session in February 1992 regarding the concept of bilateral official development aid to the countries of Eastern Europe, pointing out that any such proposal should be considered in the context of a broader discussion of the status of developing countries. Belgium did not object to multilateral support for Eastern European countries, provided that it would benefit the poorest among them, and that the type of assistance envisaged would be tailored to suit their particular situation.

42. With regard to the establishment of a United Nations presence, her delegation did not consider it appropriate to set up an office in each of the Eastern European countries since several regional bureaux would suffice. It suggested that UNDP should report to the Governing Council at its next session on the experience gained regarding cooperation with Eastern European countries.

43. Mr. ALOM (Observer for Bangladesh) said that his country attached special importance to the inclusion of the new CIS in the United Nations system. In view of UNDP's neutral, universal, advisory and catalytic role, Bangladesh favoured a UNDP presence, in order to assist the new independent States in establishing a new mode of economic development and in ensuring their democratization. Activities of that kind would mean that UNDP resources would need to be augmented, through increased voluntary contributions, particularly from the more developed partners in development cooperation.

44. If it was considered essential for programme implementation and management to set up a field office in each recipient country, instead of a regional bureau, the countries concerned might contribute directly to local office costs pending the establishment of a sustainable programme mechanism.

45. Mr. BORISSOV (Bulgaria), referring to the unprecedented changes taking place in Central and Eastern Europe, stressed that the newly independent States of the former USSR clearly faced major difficulties. Recognizing the need for efficiency, his delegation supported UNDP's efforts to do its best to satisfy the needs of those countries, in the light of the requests made to it. However, that should not result in the South being neglected in favour of the East, but rather in setting as the objective a certain complementarity.

46. Mr. LONG Yongntu (China) welcomed the fact that the CIS and Baltic States had recently acquired recipient country status. With regard to the establishment of a UNDP presence in those countries, China considered that, since substance outweighed form, it was more important that those countries should themselves participate as soon as possible in UNDP programmes. The Russian Federation had recently participated in a regional cooperation programme with some north-east Asian countries, including China. That cooperation had been organized without a UNDP presence in the Russian Federation, and even before the latter had become a recipient country.

47. His delegation therefore thought, as other delegations thought, that UNDP should prepare a programme in due form for the countries concerned, which would take account of their most pressing needs and their actual situation. Only then would it be possible to consider a presence which would render the UNDP's assistance more effective.

48. Mr. MATSVAYI (Zimbabwe) said that his delegation had no objection to the assistance envisaged for Eastern European countries. All the same, it should not result in resources being diverted from the African continent. All were aware that several African countries had also embarked on large-scale programmes of economic reform. More than ever before Africa needed resources and additional assistance in order to carry through its processes of structural adjustment.

49. Mr. HELMKE (Director, Division for Europe and the Commonwealth of Independent States) observed first of all that, under the arrangements envisaged, administrative expenses would be funded differently from the traditional field offices. Furthermore, the greater part of the costs of the regional administrative service centre would no doubt be borne by the United Nations, and the most convenient solution would certainly be to establish it in Vienna. As for the expenses incurred in the countries themselves, the private sector would probably be in the best position to make a contribution, and training activities were planned for company directors. The remaining expenses, which were likely to be minimal, would be met by self-financing.

50. As several delegations had already remarked, there were major differences among the countries emerging from the former Soviet Union. For that reason, rather than setting up administrative offices in each country, it had been planned to ensure a presence for the supply of services at cost price, as necessary. That was why, in some cases, a regional structure had not been deemed viable, at least for the time being. He pointed out that the initial sum anticipated would not be used for country programmes as such, but, as in the case of Poland, was intended to prepare the ground for subsequent activities.

51. Furthermore, a number of countries had indicated their interest in establishing new forms of cooperation with UNDP, forthwith, or in the near future, as net contributors. The missions to those countries had shown that they were ready and able to cooperate effectively in various fields with the developing countries and UNDP members of "South-East cooperation" in effect looked very promising.

52. Norway's suggestion to take country programmes as a starting point hardly seemed applicable. Given the situation of the countries in question, it would be necessary to examine the work done so far and assess requirements before preparing any country programme in a specific field.

53. He stressed the important role the specialized agencies could play in their respective field of competence, being in possession of international information and knowledge those countries so badly needed, and which should be transmitted to them as soon as possible, prior to the technical assistance provided by the different organizations in the United Nations system.

54. Enhancing management capacities and the coordination of external aid was an important aspect. At present, the bulk of the coordination work was done by financial backers and recipient countries had a long way to go before they could match those capacities.

55. As regards the modest resources which would have to be provided from the administrative budget, they would be used to cover the start-up costs, and not to finance the running of the offices.

SPECIAL PROGRAMMES OF ASSISTANCE (agenda item 4)

(a) UNDP PARTICIPATION IN THE INTERNATIONAL COOPERATION TO ADDRESS AND MITIGATE THE CONSEQUENCES OF THE ACCIDENT AT THE CHERNOBYL NUCLEAR POWER PLANT

56. Mr. HELMKE (Director, Division for Europe and the Commonwealth of Independent States), on behalf of the Administrator, reported that, in line with several General Assembly resolutions, the United Nations and its various bodies and specialized agencies, including UNDP, were seeking ways of mitigating the consequences of the Chernobyl disaster in Belarus, Ukraine and the Russian Federation. A Chernobyl Pledging Conference had been held at United Nations headquarters in New York, in September 1991, but had produced only meagre results: $1.2 million compared to $650 million being raised for the Chernobyl Trust Fund. The timing had probably not been right, for the disaster had occurred five and a half years earlier, and, in September 1991, the idea of providing assistance for the Soviet Union had perhaps not yet gained acceptance. Above all, the Conference had taken place just one month following the abortive coup which had preceded the disintegration of the Soviet Union. By September 1991, several republics had already declared their independence and the future of the Soviet State very much in question. The United Nations had created a Chernobyl secretariat to stimulate and coordinate international aid. In view of the magnitude of the needs of the countries affected and the meagre contributions pledged, the secretariat was endeavouring, above all, to raise awareness on the subject and collect more

resources, not only from Governments but also from non-governmental organizations and the private sector. It was extremely difficult for the disaster-stricken countries to overcome the difficulties confronting them alone, and without assistance from the international community.

57. The UNDP had been informed that the United Nations approved the idea of establishing IPFs for the States in question, not because those modest sums would do much to mitigate the disaster's consequences, but because it would then be possible to assist the countries by providing coordination, management and information services. The proposal to establish Joint Interim UN/UNDP Offices in two of the republics would, if adopted, considerably facilitate access to the wide range of expertise and services available from the United Nations system. The sums which UNDP and recipient States would be asked to contribute were minimal. However, the existence of a UN/UNDP presence would improve the coordination of activities undertaken with the authorities, facilitate the flow of information and make it easier to attract and coordinate assistance from multilateral and bilateral sources as well as the private sector.

58. Mr. SENILOLI (Fiji) took the Chair.

59. Ms. POLLACK (United States of America) said that her country would be wary of any request for contribution to a relief fund under General Assembly resolution 45/190. It had co-sponsored the resolution on the understanding that its application would take full account of the conclusions of the international assessment carried out with the support of the IAEA. One of the conclusions was that the direct consequences of radiation on the health of the people still living in the areas which had been contaminated in 1990 were not substantial, and that the Soviet intervention had been entirely satisfactory. The United States maintained its view that bilateral programmes were the best way of providing assistance.

60. Mr. HELMKE (Director, Division for Europe and the Commonwealth of Independent States), responding to the United States delegation, recalled that UNDP had cooperated closely with the IAEA on the whole project. Furthermore, the international assessment in question had failed to take into account one part of the population affected, namely the 700,000 "clean up workers" involved in the decontamination operation.

61. The Governing Council took note of the report of the Administrator on the question.

(a) THE ROLE OF UNDP IN THE IMPLEMENTATION OF THE UNITED NATIONS NEW AGENDA FOR AFRICA IN THE 1990s (DP/1992/17)

62. Mr. DRAPER (Administrator of the United Nations Development Programme) introduced Mrs. Johnson, new Assistant-Administrator and Director of the Regional Bureau for Africa, to the Governing Council.

63. Mr. KHADER (Deputy Assistant-Administrator and Officer-in-Charge of the Regional Office for Africa) said that he feared that unless there was a concerted, national, bilateral and multilateral effort to help Africa find a way out of its increasing marginalization, it would be hard to talk about development for some of the countries in that continent. For, with the unprecedented drought in southern Africa and the rapid spread of the AIDS pandemic, the survival of millions of Africans was at stake.

64. The UNDP had discussed those problems in 1991 with the African Governments at four Cluster Meetings and one Regional Meeting, coinciding with the General Assembly review of the Action Programme for 1986-1990 and the New Agenda for the 1990s. The latter which should rectify the shortcomings of the previous programme, was meant to be a pact between the African countries and the international community to tackle Africa's huge development problems over a 10-year period. The aim was to achieve an average annual growth rate of 6 per cent within the decade, which required an estimated ODA of US$ 30 billion per annum.

65. Within the United Nations system, the Department of Economic and Social Development had been entrusted with coordinating support for the Agenda. Meanwhile, UNDP, which allocated around 50 per cent of its IPF resources to African countries, was working on including the priorities of the New Agenda in country and intercountry programmes for Africa. For instance, under the Programme for the Africa Region, UNDP was assisting OAU and the Economic Commission for Africa in setting up the African Economic Community, created in April 1991. Since the Community had to be built around existing subregional economic groups, it had been decided to enhance the technical and administrative capacities of some of them.

66. Apart from the Bureau's regular programmes, earlier that year the Administrator had launched two initiatives in support of the New Agenda for Africa, which were to be funded from the Special Programme Resources: namely, National Long-Term Perspective Studies and the African Capacity-Building Initiative. The Council would be kept informed of their implementation.

67. With the emergence of pluralism in many African countries, the UNDP resident representatives were increasingly being called upon to provide assistance in a new and essential area, namely, public affairs and the democratization process. They were accomplishing outstanding work, and a working party had been set up within the Regional Bureau to assist them. The Governing Council might wish to discuss the type and form of assistance the UNDP could provide in that area.

68. Mr. ABDALLAH (Department of Economic and Social Development) welcomed the process of restructuring which had taken place in the United Nations system, which, by promoting new forms of cooperation between the various bodies in the system, augured well for development cooperation.

69. Like UNDP, the United Nations Department of Economic and Social Development, and in particular the Office of the Special Coordinator for Africa and the Least Developed Countries, was doing its utmost to help Africa overcome the economic crisis. The Department had been instructed to

coordinate the system-wide implementation of the New Agenda for the Development of Africa, adopted by the General Assembly in December 1991 as a follow-up to the previous recovery programme which had failed to halt the crisis. The New Agenda was narrower in scope, and was to last twice as long as the previous programme. It included a follow-up and evaluation mechanism, with precise deadlines; the first deadline had been fixed for the forty-eighth session of the General Assembly. Africa attached considerable importance to the New Agenda and hoped that it would attract the necessary support and resources. The Department of Economic and Social Development was counting on UNDP's assistance to ensure the successful implementation of the Agenda. Contacts had already been made with UNDP officials and he hoped that the Governing Council would speed up the process.

70. The global shift in alliances and priorities was making Africans more aware that they had to mobilize their own resources for development. However, the new international economic order was hardly likely to bring any relief to their dramatic debt situation, which had serious consequences worldwide. Moreover, the structural adjustment measures being implemented were not facilitating their progress towards political and economic pluralism. Appropriate political, administrative and financial institutions should therefore be established to address those issues.

71. Japan's proposal to host an African summit in Tokyo in 1993 was very encouraging, and the United Nations would remain at the disposal of the Japanese Government in that regard. At a time when Africa seemed marginalized, it was essential that the United Nations should double its efforts to mobilize world public opinion in favour of Africa. The United Nations system and above all UNDP must continue to increase the efficiency of their assistance to the African continent.

72. Mr. FERRERIRA MARQUES (Portugal), speaking on behalf of the European Economic Community, said that it gave priority in its cooperation programmes to the African countries, especially to the poorest among them. The Community allocated 0.13 per cent of its GNP to the least developed countries. It hoped to increase that figure to 0.15 per cent by the year 2000, while supporting the democratization process under way on the African continent.

73. The Community therefore attached great importance to the United Nations New Agenda for the Development of Africa. It endorsed the analysis given in the Administrator's report (DP/1992/17) and, in view of the commitments of African countries, approved the deployment of UNDP efforts towards the three main areas indicated. It supported the proposal to use part of the funds from the Special Programme Resources in order to assist the African countries in formulating long-term perspective studies; however, it had doubts as to the usefulness of the African Capacity-Building Initiative, which ran the risk of not taking adequate account of the cultural differences within the continent. With regard to the Structural Adjustment Advisory Teams in Africa, underlining the link between the activities of those teams and the decision taken at the eighth session of the United Nations Conference on Trade and Development (UNCTAD) to focus greater attention on restructuring policies in developing countries, he emphasized the need for close cooperation between UNDP and UNCTAD in that area.

74. Mr. MATSVAYI (Zimbabwe) agreed that for a number of reasons, some of which were beyond the African Government's control, the United Nations Programme of Action for African Economic Recovery and Development had not produced the desired results. Under the New Agenda more resources should be channelled to Africa which, by strengthening existing infrastructures and national capacities, would ensure the success of the reforms undertaken and assist the country in dealing with the consequences of the drought. The United Nations system had a major role to play in the implementation of those reforms, especially in developing management capacities and human resources.

75. His delegation considered that the "national execution" method should only be used in certain circumstances as the most appropriate means of achieving objectives. In conclusion, he pointed out that the implementation of structural adjustment programmes and economic reforms in African countries created social problems thereby obliging the Governments to take steps to tone down the programmes.

76. Mr. DORANI (Djibouti) thanked UNDP for the support it intended to provide to the New Agenda for the development of Africa. He hoped that the support would be part of an overall approach which took account of other aspects over and above the development crisis facing the African continent as well as the specific problems of each country, including the additional burden for some countries of the presence of a large number of refugees and displaced persons on their territory. Since those countries were hindered in their efforts to mobilize resources which might otherwise be used for health, employment, education and so on, he wondered whether such a parameter might be included in the assessment of human development scheduled for 1992.

The meeting rose at 1.10 p.m.

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SUMMARY RECORD OF THE 15th MEETING

Held at the Palais des Nations, Geneva,
on Thursday, 7 May 1992, at 10 a.m.

President: Mr. NEAGU (Romania)

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The meeting was called to order at 10.05 a.m.

SPECIAL PROGRAMMES OF ASSISTANCE (agenda item 4) (continued)

(a) ROLE OF UNDP IN THE IMPLEMENTATION OF THE UNITED NATIONS NEW AGENDA FOR THE DEVELOPMENT OF AFRICA IN THE 1990s (continued) (DP/1992/17)

1. Ms. JACOBSEN (Norway), speaking on behalf of the Nordic countries, said that they wished to stress the need for UNDP to continue to devote particular attention to the development crisis in the African region, which was suffering simultaneously from a deteriorating economic situation, low national institutional capacities and the negative impact of drought and desertification. The Nordic countries were giving Africa the highest priority in their development assistance, but the only genuine solution to the problems of the continent was a transformation of its economies, improved opportunities in trade, and development of its human-resource potential.

2. The United Nations New Agenda for the Development of Africa in the 1990s provided a good basis for a partnership between Africa and the international community to promote economic growth and human development in the continent. Within that partnership, UNDP was right to give priority to capacity-building and human-resource development, to policy analysis and long-term development planning and to regional cooperation. The Nordic countries endorsed the main recommendations of the evaluation report on the National Technical Cooperation Assessment and Programmes (NaTCAPs) and hoped that the conclusions of the evaluation of the project dealing with the social dimensions of adjustment would lead to a sharpened UNDP focus on poverty monitoring and social development. It was necessary to increase the degree of participation in structural adjustment programmes of the African countries themselves and the Nordic countries supported the efforts made by UNDP to provide macroeconomic advice to that effect at the country level.

3. There were two main threats to the future of Africa and its human and economic progress: the HIV/AIDS pandemic and the drought. UNDP should make the AIDS campaign an integral part of the strategy of human development in Africa, so as to meet the increasing need for the coordination of humanitarian assistance and to strengthen the countries' national capacity to handle emergency situations. The main challenge facing UNDP and other agencies was to provide such assistance as effectively as possible without losing sight of the long-term needs for sustainable development in Africa.

4. Mr. MVULA (Observer for the United Republic of Tanzania) said that his delegation was grateful to UNDP and the other international donors for their successful development activities in Tanzania. The African countries were facing severe social and economic difficulties, the causes of which were both external and internal, and most of them were applying structural adjustment programmes. It was to be hoped that a judicious coordination of the national and regional policies of the African countries and the measures adopted by UNDP and other donors would ensure the success of the New Agenda.

5. Ms. POLLACK (United States of America) said that her Government was particularly interested in seeing broad-based sustainable and market-oriented growth in Africa. If that type of development were to succeed, the Africans would have themselves to assume responsibility for economic reforms and development. UNDP should thus focus on the building up of national capacities for policy analysis and formulation and for managing economic reform and development; hence the importance of the long-term prospective studies which the Programme was supporting. It was imperative to coordinate activities and, where appropriate, to leave the leadership role to other agencies or bodies - inside or outside the United Nations system - which had the particular technical expertise.

6. The evaluation of activities relating to the social dimensions of adjustment, carried out in 1990, had highlighted a number of shortcomings: excessive emphasis on standardized household surveys; social action programmes which failed to take account of past experience in community and rural development; the use of loan (instead of grant) funds and the conditionality factor in those loans; and a conceptual framework which ignored relevant prior work in the fight against poverty. The evaluation report also indicated a lack of supervision by the UNDP-Chaired Steering Committee, which had met only rarely, and drew the conclusion that the Programme was not in a position to advise third parties on the fundamental aspects of ongoing operations in that field. It thus recommended that those activities should either be terminated or recast in such a way that UNDP would provide only the secretariat, the operational services themselves being performed by the most qualified specialized agencies, a solution which would, however, necessitate strengthening UNDP's capacity in the areas of policy formulation, monitoring and coordination.

7. UNDP agreed that the small number of staff dealing full-time with social dimensions of adjustment (SDA) tasks had become inadequate and that it was necessary to develop a more systematic role for the United Nations system; on the other hand, UNDP's Regional Bureau for Africa maintained that the Programme had acquired considerable operational experience in that field in Niger and Tanzania and was making good use of the Office of Project Services. Her delegation attached great importance to those activities and would like to know whether UNDP was making use of the findings of the evaluation to improve programming in that area. The focus on statistical work at the country level made sense, but it was not clear what precise outcome was envisaged from the African regional project referred to in the Administrator's report (DP/1992/17) or how that project was related to the activities which were intended for SPR funding. She would also like to know how the country-level activities related to those funded from the activities of the structural adjustment advisory teams. Her delegation would be unable to approve the SPR for social dimensions of structural adjustment until answers had been given to all those questions, and she requested that the question be referred to the Standing Committee for Programme Matters.

8. Mr. SOUTTER (Canada) said that his delegation agreed in essence with the programme prepared by UNDP. Over 50 per cent of UNDP's available IPF resources were allocated to the African countries, an amount which was, in percentage terms, of the same order as Canada's bilateral development aid to

Africa. Likewise, the Canadian bilateral programme was being increasingly focused on the promotion of regional cooperation and integration, which was also a major area of activity in UNDP's intercountry programme. Africa was also a region undergoing dramatic social, political and economic changes, both the short-term costs and the longer term opportunities of which should not be overlooked by the international community.

9. Mrs. SONAIYA (Nigeria) said that the African countries, which had embarked on a course which combined economic restructuring with the transition to multiparty democracy, had failed to receive adequate support in their task from the international community. The impression was often given that donor countries were mainly concerned with assistance to the countries of Eastern Europe. One positive element was that the New Agenda assigned specific responsibilities to the international community, which was required to give solid support for the economic recovery of Africa, in the interests even of world peace and security.

10. Mr. SHOJI (Japan) said that his delegation strongly endorsed the New Agenda and was resolved to contribute to its success. The Agenda was a contract between the African countries and donors, under which the former were required to adopt various policies, in particular macroeconomic policies, favourable to development. On the donors' side, UNDP's function was to ensure coordination of the aid flows, in particular by means of round-table processes. He quoted two examples of collaboration with UNDP in the form of initiatives taken by his Government to strengthen cooperation with the African countries: the first of them was an international conference on the least developed countries (LDCs) at Tokyo and the second a support programme for structural reform and the alleviation of economic difficulties, including indebtedness, in the context of activities dealing with the social dimensions of adjustment.

11. Mr. KHADER (Deputy Assistant Administrator, Regional Office for Africa, UNDP), replying to a question from the Portuguese delegation, said that the initiative for capacity-building in Africa had indeed a regional aspect, but that execution was at the country level; even though it was proposed, to carry out some of the activities on a subregional basis in the interests of cost-effectiveness. It was certainly possible to consider what part UNCTAD might play in that field. Contrary to the fear which the delegation of Zimbabwe appeared to have, UNDP never forced any country to resort to national execution; it was merely a good form of "on the job" training so as to build up national capacities. UNDP was always prepared to join a partnership established between national authorities and bilateral and multilateral agencies, as advocated by the delegation of Tanzania.

12. The representative of the United States had described exactly in her statement the rationale of UNDP's action within the framework of the New Agenda for the Development of Africa, a rationale based on strong, market-oriented growth. With regard to the evaluation of activities concerning the social dimensions of structural adjustment, the Standing Committee for Programme Matters was scheduled to discuss that issue in depth. He was pleased to confirm that UNDP had certainly learnt from that evaluation and was acting accordingly. The Nigerian delegation had, perhaps, been

referring to the fact that the level of aid supplied to Africa was not commensurate with what was required to begin resolving the problems of the continent. In the case of UNDP assistance, sub-Saharan Africa had been in no sense hard done by, since it was receiving 50 per cent of the Programme's resources.

13. The PRESIDENT said that the Council had completed its general discussion on that item and suggested that the Drafting Group should be entrusted with the preparation of a draft decision.

14. It was so decided.

OTHER FUNDS AND PROGRAMMES (agenda item 9)

United Nations Volunteers programme (DP/1992/37 and Add.1)

15. Ms. McSWEENEY (Executive Coordinator, United Nations Volunteers) informed the Governing Council of the activities undertaken by the UNV during the 1990-1991 biennium and requested its guidance on the evolving programme directions. The first window of collaboration, which was the most important category and should remain so throughout the programming cycle, was technical cooperation. The new directions in that field included participation of United Nations volunteers in the economic transformation in Eastern and Central Europe, the dispatch of volunteers to Cambodia, to train nationals in civic education and supervise elections, and peace and development efforts throughout Central America. Experience showed that the activities of the volunteers were much more effective if their participation was envisaged early in the programming process.

16. The second window of collaboration, which currently mobilized 20 per cent of the programme's resources, concerned community-based initiatives. The Participatory Development Programme had received strong encouragement at the Third UNV Intergovernmental Meeting at Kathmandu in December 1991 and the usefulness of the Domestic Development Services (DDS) had been confirmed by several evaluations, as had the need to secure a solid financial basis for DDS. A new approach in that field was the use of mixed teams composed of UNV specialists, DDS field workers and national volunteers.

17. The third and final window of collaboration, which was rapidly growing, concerned humanitarian activities, ranging from support to the United Nations agencies for emergency relief to longer-term rehabilitation programmes. UNV was participating in major rehabilitation programmes in Afghanistan and Africa and had been involved in shorter-term assignments in Liberia, the Persian Gulf and southern Africa. It had established a small humanitarian relief unit so as to be able to act more rapidly and would appreciate financial contributions in that regard.

18. Lastly, with respect to the Special Voluntary Fund (SVF), the UNDP Administrator had proposed full use of that Fund for innovative programmes. In 1990-1991, the funds available under the SVF had made it possible to

undertake several new projects, provide more comprehensive training to DDS country officers, improve briefings and launch special recruitment campaigns. It seemed that the possibilities in that field were considerable, as was the interest shown by UNV's partners.

19. Mr. VALENZUELA MARZO (Spain) said that his Government, within the framework of the agreement concluded in June 1991 between UNV and the Spanish Agency for International Cooperation, was providing economic and human resources to support the programmes carried out by the volunteers and made use of them in connection with the implementation of some of its bilateral cooperation programmes.

20. The Kathmandu Intergovernmental Meeting had confirmed the usefulness and extremely high cost-effectiveness of UNV. His delegation welcomed the increase in professionalism and the enhanced coordination of the services, and hoped that UNV would continue its efforts with a view to increasing the number of women volunteers and avoiding the excessive fragmentation of projects. Similarly, it was interested in the idea of the participation of volunteers in AIDS prevention, emergency relief operations, rehabilitation and reconstruction, and environmental protection. Lastly, it supported the Administrator's proposal concerning the use of the SVF, which would serve to improve further the programme's effectiveness.

21. Mr. HEMBRECHTS (International Labour Organisation) said that ILO had established a very close working relationship with UNV. The two organizations had recently examined the possibilities of strengthening their cooperation and had considered, in various fields within their competence (cooperatives, special public-works programmes, vocational rehabilitation and training), a number of questions such as the role that they could play in national capacity-building, support for community-based activities, and the need for mutual briefing and joint programming. They had concluded that their collaboration was a fruitful one and that the future potential was substantial.

22. Mr. NGUYEN LUONG (Observer for Viet Nam) said his delegation approved the contents of the Kathmandu Statement and was very satisfied with the activities of UNV and with the work of the Executive Coordinator. It fully supported the view that the comparative advantages of UNV in the socio-economic development sector needed to be explored and utilized. In many developing countries, the social aspect of development was currently being neglected for the sake of the economic aspect, which was regarded as having priority. The concept of human development fortunately made it possible to place man once again in the centre of the development problem and UNV, given its dedication and direct contacts with the population, was well placed to contribute to the eradication of poverty.

23. Stressing the undeniable social usefulness of the non-structured economic sector, his delegation observed that that sector depended very much on a series of support activities: technical training, appropriate and inexpensive technology, credit, subcontracting, distribution, etc. In addition to its usual tasks, UNV could envisage the possibility of undertaking studies to

determine the comparative advantages unused so far, of establishing pilot projects in agreement with the developed countries and, perhaps, of providing the volunteers with short-term intensive training in the appropriate fields.

24. Mr. MORALES CARBALLO (Cuba) said he noted with satisfaction that UNV was playing an important role in the socio-economic development activities of a large number of countries and of the United Nations system as a whole. The programme should continue its efforts to increase the professionalism and quality of the work of UNV specialists, who were, moreover, growing in numbers. His delegation was pleased to note that the number of countries providing volunteers had increased and Cuba, for its part, would continue to participate more actively in the programme. His delegation attached particular importance to strengthening the participation of women. Lastly, it had no objection to the Administrator's proposal concerning the SVF.

25. Mrs. GENTILE (Belgium), having congratulated the Executive Coordinator and her staff on the efforts made to attract more volunteers from the industrialized countries and to increase the proportion of older volunteers and women in the field, said that her delegation was not opposed to the new orientation proposed for the SVF but hoped that its use would be restricted to staff components and that UNV action would remain within the limits of its mandate. Noting that UNV would continue to report to the Governing Council on the use of the Fund's resources, she said that she would welcome information on the distribution of those resources among the three categories of activity mentioned in paragraph 31 of the report.

26. Mr. LENZI (Italy) said that his delegation was very satisfied with the activities of UNV, to which Italy made a substantial financial and human contribution. His delegation fully supported the measures aimed at strengthening the programme's capacity to support community-based initiatives in several very important areas, such as the mitigation of the socio-economic impact of the HIV/AIDS pandemic and the promotion of women's opportunities for advancement. With regard to the involvement of UNV in response to emergency situations and its role in disaster prevention, his delegation believed that UNV's efforts in that field should be considered in the wider context of the humanitarian assistance activities of the United Nations system as a whole.

27. It welcomed the decentralization process under way as well as the establishment of an information system, particularly for the administrative and financial aspects fo the programme, and noted with satisfaction that UNV was placing special emphasis on in-country briefings. His Government would continue to explore all possibilities of strengthening its collaboration with UNV, both directly and through the Italian voluntary organizations.

28. Mr. SHOJI (Japan) said that his delegation highly appreciated the UNV, which had demonstrated that it could provide a cost-effective and highly expert contribution to development. It welcomed UNV's orientation towards the least developed countries recognizing that, through its community-based approach, UNV was able to make a particularly important contribution to efforts to alleviate poverty.

29. While welcoming the orientations described in the report of the Administrator, his delegation considered: (1) that the programme should continue to strengthen its recruitment policy; (2) that the dialogue between UNV and Governments and pertinent agencies should continue to be encouraged with a view to ensuring the best utilization of the skills and expertise of the volunteers; and (3) that the process of streamlining, the organization and improving its cost-effectiveness needed to be continued. It looked forward, in that regard, to the proposals to be put forward concerning the administrative budget.

30. With regard to community-based activities, his delegation was convinced of the need to maintain the Participatory Development Programme/DDS and, while agreeing with the orientation of seeking additional support from sources other than the regional indicative planning figures, it recommended that the shift should be gradual so as not to compromise the programme.

31. With regard to strengthening UNV's role in emergency response and relief-support activities, the programme should be provided with financial support that would enable it to intervene at the earliest stages of the operations. To that end, consideration could be given to the following: first, UNV should secure an emergency fund on a revolving basis; secondly, the Administrator of UNDP should consider, with the high-level Emergency Relief Coordinator of the Department of Humanitarian Affairs, the possibility of establishing, under the auspices of the latter, a central fund that could be made available to UNV; thirdly, the Administrator should explore the possibility of using the special programme resources (SPR) on a revolving basis through replenishment.

32. His delegation considered that the Administrator's proposal concerning the Special Voluntary Fund (SVF) was not only logical but also useful. In 1990-1991, his Government had allocated nearly $2 million to support UNV programmes in the Persian Gulf area and in South-East Asia, and had recently made a contribution of $550,000 to a refugee assistance programme. It was prepared to enhance its cooperation with UNV still further in the hope that its programme would grow in effectiveness.

33. Mr. ALANIZ (Nicaragua) said he welcomed the progress made by UNV and supported the proposal to charge the external costs of the volunteers to project budgets in order to reserve the SVF for pilot projects in the areas indicated in the Administrator's report. That proposal would be beneficial to UNV activities, and might result in the financing of pilot projects such as the short-term response programmes which had so successfully been undertaken in Nicaragua by UNDP and UNHCR, with the help of local and expatriote personnel, to assist the people impoverished by war.

34. Mr. WEJTKO (Poland) said that his delegation approved the new orientation of UNV towards community-based initiatives and emergency and relief projects. It also welcomed the measures taken at headquarters in favour of that orientation.

35. The Council should approve the proposed change in the allocation of SVF resources which would henceforth be used to finance pilot and experimental projects, the briefing of the volunteers, the training of project personnel

and recruitment campaigns. In all new areas in which UNV was considering extending its activities, the experience of the big national volunteer organizations, such as existed in Germany, the United Kingdom and the Netherlands, should be drawn on. For its part, his Government was prepared to organize follow-up seminars for the countries in transition to a market economy, in which there was plenty of scope for UNV activity. In 1984, Poland had signed an agreement with UNV which had resulted in 34 Polish volunteers being sent to Africa. His Government was prepared to extend that agreement, the more so as, under the umbrella project developed with UNDP, 24 United Nations volunteers were currently following a course in Poland.

36. Ms. POLLACK (United States of America) said that her delegation was pleased to see that the guidelines presented in the 1987 evaluation continued to be used in the implementation, review and modification in the programme. Commendable efforts had also been made in implementing Decision 91/45 on the restructuring, streamlining and decentralization of the functions at UNV headquarters, in order to achieve savings in the administrative budget. UNV had also made great efforts to increase the percentage of women and senior volunteers.

37. Her delegation was convinced that the United Nations volunteers could play an important role in emergency relief, but would like to know how the proposed revolving emergency fund would work, whether there was any plan to discuss with the new Under-Secretary-General for Humanitarian Assistance the integration of volunteers into the larger United Nations system response to emergencies, and how the programme envisaged its access to the Central Emergency Fund established by the General Assembly. The Executive Coordinator should endeavour to secure funding from the special programme resources (SPR) especially where UNV was breaking new ground and where its work clearly met the criteria approved by the Council for the SPR. The link between the two was closer in emergency relief activities and the disaster mitigation SPR.

38. Her Government was a strong supporter of the DDS programme, whose approach was similar to that of the Peace Corps. However, further information was needed on the Administrator's proposal to offset the DDS resource gap. The decrease in the regional IPF resources was indeed a cause for concern, but these resources, together with country IPFs, should continue to be used for the DDS. Additional information would also be welcome on the proposal to charge the full external costs of the volunteers to project budgets, which might result in an arbitrary transfer of administrative expenses to programme support and development activities, at a time when every effort should be made to reduce such expenditure.

39. Ms. PRADEL (Germany) said that her delegation had noted a number of extremely positive developments in UNV activities: almost three quarters of the volunteers were assigned to the least developed countries, particularly in Africa, and their activities were being concentrated on agriculture, community development, health and education. Furthermore, an agreement appeared to have at last been signed between the UNV and UNFPA which would enhance the latter's role. Her delegation was also pleased that UNV was more involved in community-based initiatives but was concerned at the lack of adequate and

secure funding to enable UNV to expand those activities. Her delegation endorsed the efforts being made to rationalize the programme and to adopt a team approach in community-based initiatives. It was also encouraging to note the increase in the numbers of women in the field, although there were still not enough of them. Likewise, in the case of FAO, which relied a good deal on the volunteers, training could certainly be further improved. All in all, it would be useful, as the representative of Japan had suggested, to take a look at the comparative advantage of UNV against the background of the reform of the United Nations system.

40. UNV was thinking of devoting increased attention to emergency activities and, to that end, of establishing an emergency fund. In her delegation's view, UNV should, in fact, establish a more reliable financing mechanism than that which was envisaged and, since it was such an important policy issue, the General Assembly should, first of all, consider it.

41. With regard to the SVF, more information was needed on the new financing mechanisms proposed. They should, in any event, be discussed within the framework of the Budget and Finance Committee prior to a decision by the Governing Council.

42. In the Administrator's report, there was a reference to a report on the administrative reorganization of UNV which was to be submitted to the Governing Council at its fortieth session. However, the provisional agenda for the fortieth session did not contain any indication to that effect. Her delegation deemed it essential that the Council should have such a report at its fortieth session.

43. Mr. DABIRE (Observer for Burkina Faso) said that, as a beneficiary of UNV assistance, his Government fully supported the Administrator's proposals and endorsed the Kathmandu Statement.

44. The two projects which had just been implemented in Burkina Faso with the assistance of UNV were extremely satisfactory. The experience had been a rewarding one, and his Government intended to strengthen its cooperation with the programme, as the assistance provided was very well suited to field conditions, particularly with regard to building up a country's capacities through multisectoral programmes. As for the growth in DDS activities, there was no doubt that, by concentrating on grass-roots activities and participatory development, they helped to improve the living conditions of the population.

45. Mr. LONG Yongtu (China) said he welcomed the very positive results of the UNV programme, which had expanded its activities and was playing a particularly important role in post-crisis rehabilitation and reconstruction.

46. His Government attached all the more importance to cooperation with the UNV programme, since the UNV concept of development assistance was very similar to its own, in which a sense of dedication was of prime importance. On account of that approach, three quarters of the volunteers were assigned to

the least developed countries. It was regrettable that not all the organizations of the United Nations system involved in development assistance showed the same spirit.

47. United Nations volunteers played an extremely important part in South-South cooperation as most of them came from the developing countries. They were the least costly services in the entire United Nations system: the cost of a volunteer was less that US$ 20,000 per year while a UNDP expert cost four times that amount for services which were not necessarily as good. He urged the members of the Council to give some thought to those figures. In his delegation's view, volunteers should be recruited systematically like any other staff assigned to country programmes and there should be at least one volunteer among the personnel executing each project. As the full external costs of United Nations volunteers were to be charged to project budgets from 1 January 1992 onwards, it should be possible to recruit far more volunteers, particularly for the regional programmes.

48. Mr. MATSVAYI (Zimbabwe) paid tribute to the role played by the UNV in the development of his country in the areas of agriculture, community development, health, education and small-scale industry. DDS field officers had obtained overwhelming results and had been very popular with the local people. The UNV programme was, undoubtedly, one of the most successful in the United Nations system, especially as its activities were concentrated on the rural and urban poor. The fact that some of the volunteers were women was more than welcome since, in Zimbabwe's second Five-Year Development Plan, priority had been given to the training of rural women in basic skills.

49. His Government was currently exploring the possibility of using UNV skills still further in the training and supervising of rural-based projects to cushion the adverse effects of the structural adjustment programme. Zimbabwe was experiencing a devastating drought, and volunteers could provide logistic support in rural water supply and sanitation, transport and basic infrastructure, assistance which would be particularly well adapted to the local communities. His Government fully endorsed the partnership for development between the UNV programme and its own development machinery.

50. Mr. ALOM (Observer for Bangladesh) recalled that his country had been actively involved in the UNV programme since 1971 and was currently one of the countries sending the largest number of volunteer specialists into the field: 100 were on mission abroad and more than 200 were candidiates for the future. As the Bangladesh programme was centred on the fight against poverty, volunteers could even contribute to its implementation within the country.

51. He had a number of suggestions to make which were designed to enhance the effectiveness of the programme worldwide since, in the 1990s, the various types of activities must be adapted to national situations and strategies. The volunteers were valuable partners at the central level, and a dialogue must also be systematically organized at the community level. Moreover, as UNV was particularly well adapted to promoting North-South cooperation, it would be advisable to develop programmes in the countries of the North which could profit from the services of volunteers and thus popularize the concept

of volunteering. Efforts must also be made to achieve greater harmony between the professional and personal motivation of the volunteers, the priorities of the sending countries and the needs of the recipient countries. It would also be advisable to show greater consideration to the volunteers, to provide more inducements, financial and non-financial, so that public opinion would no longer regard them as lower paid development agents. The position accorded to volunteers in the budgets should also be made more secure so that their services could be planned on a long-term basis. Volunteers must also be taught the local languages, as that would facilitate their acceptance by the communities involved.

52. Mr. ELLIS (United Kingdom) said that broadly speaking, the results of the UNV programme were positive. He welcomed the progress achieved by the DDS programme and the moves to improve administrative efficiency. His delegation would look forward to receiving a report on the latter issue in particular at the fortieth session of the Governing Council.

53. Concerning the future work plan, his delegation approved the increased emphasis of UNV on community-based initiatives by encouraging participatory development particularly through DDS, but UNV must be on the alert for pitfalls and continue to exercise care in the choice of the countries and areas of increased activity. It would be interesting to know whether regional and national development plans had learned anything from those activities. UNV might also, perhaps, be right in endeavouring to systematize the role it could play in emergency situations, provided that special administrative arrangements were adopted. It should, however, avoid too sudden a change of direction and not become a rapid-response agency. Its principal orientation must remain long-term development. In that connection, his delegation also would like to have more details on the purpose and working of the proposed emergency fund.

54. Generally speaking, UNV would be well advised to develop a truly comprehensive strategy and, for example, to decide what proportion of its resources or its volunteers would be allocated to emergency assistance or DDS and whether preference should continue to be given to the least developed countries, as his delegation believed was necessary. His delegation approved the new trends indicated by the Administrator in his report but would like to know, for example, whether targets had been fixed for the proportion of women volunteers or of volunteers from the industrialized countries.

55. It strongly supported the changes the Administrator proposed to make in the use of the SVF. It had supported the idea that part of those resources should be set aside for work of a catalytic or preparatory character and thus approved the suggestions regarding the activities to which those resources could be devoted. On the other hand, it had some misgivings about using a substantial proportion of those resources to provide a revolving emergency fund.

56. His Government welcomed the continuing improvement in the links between UNV and VSO, a United Kingdom organization which was also involved in sending volunteers abroad. It welcomed the increase in the number of UNV Programme

Officers; job descriptions should, however, be more clearly defined and briefing meetings more systematic. There was still much to be done, if only in terms of language training for the volunteers.

57. Mr. LUNDBORG (Observer for Sweden), speaking on behalf of the Nordic countries, said that the UNV spirit of service and partnership was a valuable complement to the support provided by the rest of the United Nations system, thanks to UNV's ability to increase public awareness, to keep in touch with its opposite numbers in recipient countries and to mobilize the efforts of non-governmental organizations.

58. The Nordic delegations supported the conclusions of the Administrator's report (DP/1992/37) regarding the two areas in which UNV should participate more actively, namely, support to community based initiatives and emergency response and relief support activities.

59. UNV had limited resources at its disposal. As it was mainly being used for the execution of UNDP programmes and, to a certain extent, of programmes initiated by other United Nations organizations, all the costs of UNV engagements should be covered entirely by those organizations. The Nordic delegations supported the proposal that the full external costs of all United Nations volunteers should be charged to project budgets. The SVF could then be used for pilot and experimental projects.

60. Mr. SEED (New Zealand) noted with satisfaction that UNV continued to concentrate on agriculture, community development, health and education: those sectors were of particular importance in the South Pacific region, where his Government concentrated most of its development assistance efforts.

61. His delegation was pleased that UNV continued to give priority to the least developed countries worldwide and also provided assistance to the small island States, which were especially numerous in the South Pacific. There UNV played a capital role in national development, as concepts such as national execution or capacity strengthening were difficult to implement in practice.

62. The important role played by UNV was evidenced by the way in which the Governments of the recipient countries appreciated its contribution but it had obligations also, particularly in respect of recruitment. Procedures for the selection of volunteers must take into account not only their theoretical qualifications but also the ability of the candidates to live in sometimes isolated regions. His delegation thus emphasized the need to pay the greatest attention to those procedures, bearing in mind especially the difficulties apparently encountered by certain island countries in, for example, selecting specialists on the basis of the brief biographical profiles with which they were provided.

63. He noted that UNV had a roster of 5,500 candidates and would pay particular attention to targeting recruitment in the future. New Zealand used a different but very effective procedure involving the establishment of detailed post descriptions which made it possible to reconcile the

requirements of the recipient country, the skills of the volunteers and their capacity to adapt to living and working conditions in the countries to which they would be assigned. In that connection, his delegation welcomed the close working relationship between UNV and its own country's volunteer corps.

64. Mr. TWISS QUARLES VAN UFFORD (Netherlands) noted that UNV was increasingly shifting its emphasis towards technical activities, broadening its geographical basis and attracting more women and older volunteers to its ranks.

65. As for the question of determining whether UNV field activities were anything more than a source of relatively cheap expertise among the United Nations agencies and whether its services had a value which would justify a more active role in the programming activities of the United Nations system, his delegation thought that UNV did indeed have its own specific input, for example, in participatory development and community-based activities. In view of its experience in working with the poorest groups over the years, it could, by participating from the outset in the programme planning phases, ensure that the needs and wishes of those groups were taken into account more effectively.

66. His delegation therefore endorsed the view of the Administrator that the general experience of UNV, and that of UNV/DDS in particular, was insufficiently used by the United Nations system.

67. With reference to the enlargement of the scope of the programme, his delegation fully supported such a development in the case of community-based activities but had some reservations regarding emergency response activities and technical support to rehabilitation and reconstruction programmes, where the prime responsibility lay with other organizations. Activities in that field should therefore be undertaken only in close consultation with and on the initiative of those organizations.

68. In view of the reduction in the regional IPFs in the fifth programming cycle and the increasing demand for UNV expertise, especially in the field of community development, the Special Voluntary Fund (SVF) was short of resources and could no longer finance 85 per cent of external UNV costs. Those costs would therefore have to be passed on to the project budgets. His delegation supported that proposal in view of the quality of the services supplied. UNV expertise would, however, become more expensive and that would help to prevent excessive expansion of its project services.

69. His delegation strongly supported the proposal to devote the total SVF resources to staff training (volunteers and government and NGO officials) and for pilot projects in community development.

70. In conclusion, he emphasized the valuable and indispenable role played by UNV in the United Nations system and the consequent need to replenish SVF resources through higher pledges and an increased number of contributing countries.

71. Mr. KAH (Gambia) said that his delegation had taken part in the United Nations Volunteers Intergovernmental Meeting, held at Kathmandu in December 1991, which had examined the current and future role of UNV.

72. Gambia was currently benefiting from the services of 31 volunteers under a multisectoral project providing technical assistance to various national institutions and under other projects being executed by United Nations agencies. The aims of the multisectoral programme fully conformed to the objectives of the fifth country programme for Gambia and the intention was to use the skills of the volunteers most effectively in three priority fields of action, as defined by the Government (diversification of the agricultural sector and natural-resources management, strengthening management capacities and the alleviation of poverty).

73. His Government, as one of the main UNV beneficiaries, wished to emphasize how important it was that the donors should increase their contributions so as to provide more effective aid to countries which urgently needed to develop their capacities by, for example, stepping up training activities.

74. In view of the limited SVF resources and of the steady increase in the external costs of the United Nations volunteers, his delegation supported the idea that experimental and pilot projects should be financed from the SVF and that the project budgets should be charged as necessary.

75. Mr. WIBISONO (Indonesia) supported the proposals concerning UNV. Its specialists and DDS field workers had obtained, thanks to their skills and experience, good results in strengthening capacities, particularly in the rural areas.

76. In view of the dynamic approach of UNV, his delegation hoped that its field of action could be expanded. It was well aware how much the work of volunteers from developed countries or from other regions had socio-economic effects favourable to the development of the countries concerned and his Government would continue to cooperate with UNV.

77. Miss DIOP (Observer for Senegal) said she was very satisfied with the activities of UNV, especially in Africa, where at least half of its work was done. In Senegal, UNV had mainly provided support for development efforts directed towards the general population, particularly in the health and education sectors. Her delegation thought it desirable that, during the 1990s, UNV should concern itself more with the environment and with development, particular emphasis being placed on the role of women in the rural areas. It shared the views of those delegations which had emphasized the need to recruit more female volunteers.

78. It was important, in connection with the cooperation between UNV and ILO, that the programme should examine the possibility of stepping up its activities in the informal economic sector, in which 60 per cent of all African women worked.

79. The planned increase in UNV activities in the emergency response field was an excellent idea; it would be necessary, however, to harmonize, coordinate and integrate those activities with other United Nations agencies dealing with emergency situations.

80. At the national level, UNV should place more emphasis on the process of national analysis and programming of technical cooperation.

81. Her delegation was prepared to endorse the financing proposals, although the comments made and the questions asked during the discussion should be duly taken into account.

82. Ms. DEWARAJA (Sri Lanka) said that UNV had always been integrated into the development programmes of developing countries, mainly at the community level. The expansion and strengthening of its activities in order to face new challenges was to be welcomed. Her country had not only benefited from UNV activities, but had itself supplied a substantial contingent of volunteers who, when they came back from their missions, were, in their turn, useful partners in the national rehabilitation and reconstruction efforts. The work performed by DDS field workers was particularly useful.

83. Her delegation attached particular importance to ensuring the most cost-effective use of the Special Voluntary Fund (SVF), avoiding any "hidden" expenses and thus rationalizing its procedures.

84. Although UNV's main task was to contribute to long-term development activities, it had also a part to play in emergency response measures - in collaboration with other competent organizations - in view of its ability to respond to local needs. Her delegation thus endorsed the idea of setting up an emergency fund to be replenished on a revolving basis, in order to cover unforeseen expenses relating to such emergency response measures.

85. Her delegation was also pleased to note the decentralization plan that had been prepared. It was of the greatest importance that the responsible UNV officials should cooperate closely with country programmes and national planners in order to design projects to be executed at the community level. Decentralization might, for that matter, help to extend the skills of the local staff. UNV could engage in new fields of activity, leading to a transfer of technology to the deprived groups, increased self-sufficiency, a reduction in poverty and participation in development processes.

86. Her delegation believed that UNV was one of the most important United Nations mechanisms in the field of cooperation for development, the success of which was clearly evidenced by the satisfaction expressed by the recipient countries themselves.

87. Mrs. ABBAS (Pakistan) said she welcomed the general orientation of UNV and, in particular, the activities of DDS field workers allocated to projects. The rationalization measures envisaged by the Administrator should further increase the effectiveness of the programme.

88. Her delegation greatly appreciated the fact that UNV, with its limited resources, had been able to accomplish such highly commendable work in several sectors of activity, by strengthening the capacities of the developing countries and, in particular, assisting the poorest groups in those countries. The volunteers' dedication, coupled with their relatively low cost, as compared with the services of consultants for example, were further factors justifying a strengthening of UNV.

89. Her delegation stressed the importance of the initiatives to support programmes relating to women. It would also like to see a larger number of women volunteers, who could be particularly effective in certain cases, since they were closer to population groups requiring the skills which UNV had to offer. Her own country would be benefiting in the near future from the services of 32 UNV experts under two new projects in which women volunteers would be able to play a most useful role.

90. Her delegation supported the proposed expansion of UNV activities, particularly, in two areas, namely, support for community-based initiatives and emergency response activities. In the latter sector, the General Assembly had, in fact, given UNV a mandate to provide services to the United Nations system as a whole and, in view of their proven ability to contribute by example to rehabilitation efforts and preparation for emergencies, the services of the volunteers could well be of the greatest benefit to organs such as the Office of the United Nations Disaster Relief Coordinator (UNDRO) or the Office of the United Nations High Commissioner for Refugees (UNHCR).

91. The proposal to modify the allocation of SVF resources deserved careful study and her delegation was prepared to accept a consensus decision on the subject.

92. Mr. ROHNER (Switzerland) said his delegation had taken note with great interest of the report on the United Nations Volunteers and of the comments by representatives of the beneficiary countries. His Government had been a staunch supporter of UNV for many years and hoped to be able to maintain its current level of contributions. His delegation had come to regard UNV more and more as a very important tool of UNDP for South-South cooperation and of development at the grass-roots level. It would accordingly like to see closer cooperation with the UNDP administrative unit responsible for NGOs and for grass-roots activities. It was to be hoped that full use would be made of the capacities of UNV in connection with the micro-capital assistance mechanism.

93. The rapid expansion of UNV was, in itself, a positive development. It did however raise questions in regard to headquarters capacities, in particular with regard to administration, monitoring and supervision, the implications of which would have to be examined by the Budgetary and Finance Committee, particularly in connection with the possibility of a further decentralization of those tasks to the field.

94. His delegation had no major objection to the proposal for a reallocation of SVF resources and the charging of the volunteers' external costs to project budgets - which seemed to be a rational development. It had some

reservations, however, with regard to the establishment of a special emergency fund and would like some clarification on that subject, as indeed on the other questions raised by, for instance, the delegations of the United Kingdom, Germany, the United States and the Netherlands.

95. Mr. HOMAEI-NEJAD (Observer for the Islamic Republic of Iran) said that, even though his Government was not one of the main direct beneficiaries of UNV, it was greatly interested in the activities of the programme and intended to intensify its cooperation therewith. His delegation endorsed the recent expansion of UNV activities in support of the programmes of many developing countries and was firmly convinced that UNV had an important part to play in preventive planning against disasters and in mitigating their effects.

96. His delegation was very much in favour of increased participation by UNV in support of humanitarian aid activities, particularly relief and rehabilitation operations carried out in cooperation with other humanitarian agencies.

97. It would be necessary to take steps to expand UNV in order to cover the activities envisaged in the future and the proposed rationalization measures were welcome in that regard. As for the UNV resources, his delegation endorsed the proposal by the Administrator concerning the SVF.

The meeting rose at 1.10 p.m.

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GOVERNING COUNCIL

Thirty-ninth session

SUMMARY RECORD OF THE 16th MEETING

Held at the Palais des Nations, Geneva,
on Friday, 8 May 1992, at noon

President: Mr. BREITENSTEIN (Finland)

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Annual report of the Administrator for 1991 and priority areas identified therein (high-level segment)

Other funds and programmes (continued)

United Nations Volunteers programme (continued)

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GE.92-70553/4161H

The meeting was called to order at 12.05 p.m.

ANNUAL REPORT OF THE ADMINISTRATOR FOR 1991 AND PRIORITY AREAS IDENTIFIED THEREIN (HIGH-LEVEL SEGMENT) (agenda item 2) (DP/1992/12 and Add.1, 2, 4, 5 and 6)

1. Mr. DRAPER (Administrator, United Nations Development Programme) said that the end of the cold war had removed the major obstacle to the effective functioning of the United Nations system. Increasingly there was a vision of the United Nations as an instrument not only for peace but also for a new form of global security centred around people. It was therefore worrisome that, of late, voices had been heard calling for the United Nations to concentrate on peace-keeping and humanitarian aid, while at the same time it had been implied that economic and social development should be left to multilateral financing institutions and bilateral aid programmes. The United Nations, however, could not abdicate its role in development because it brought to that arena a neutral perspective and a multi-sectoral capacity which were indispensable. Concern had sometimes been voiced by donors that their control over the management of the United Nations bodies was less than that over the bilateral funds and development banks. However, the very voluntary nature of the funding of those United Nations organizations ensured on the contrary that the donors would be heard. Furthermore, the strong participation of recipient countries in governing bodies guaranteed a commitment and a sense of ownership that enhanced the effectiveness of the donors' contributions. The main thrust of General Assembly resolution 44/211, which defined the new guidelines for the operational development activities of the United Nations system, was to favour the control by countries of their development.

2. The results of 30 years of international cooperation for development were extremely positive and international aid had radically changed the future of mankind. In order to be able to continue to take up the challenges of development, the United Nations system needed more resources but it also needed to be reformed. On that subject, various proposals had been put forward to enhance the operational activities of the United Nations system, such as the Nordic United Nations project and the Secretary-General's study, which would be submitted to the Economic and Social Council. But perhaps those initiatives would not go far enough because for a long time the coordination of the different elements of the system had proved difficult. He therefore proposed five ideas for improving the United Nations development system that were realistic and feasible even in the short term.

3. First of all, at the field level, there should be a single United Nations office in each country, under the authority of a single Resident Coordinator. He would be appointed by the Secretary-General and report directly to him and would be responsible for pulling together all the threads of development. Individual programmes and funds such as UNDP, UNFPA, UNICEF and WFP, as well as the operational activities of the new Department of Economic and Social Development (DESD), would all be part of that new structure; perhaps UNHCR and United Nations humanitarian activities should also be included. As requested by the Secretary-General, the information functions currently carried out by the Department of Public Information would be incorporated into the country office and, ideally, the specialized agencies should also be included. The Resident Coordinator and his or her team would, together with the Government

in question, design a single, coherent and integrated country programme, which would place the United Nations at the centre of capacity-building within the national development strategy.

4. Secondly, that restructuring at the field level would be accompanied by four areas of transformation at headquarters level: maximum possible decentralization to the unified field office from the headquarters of each of the organizations, because programme coordination was only really possible at the field level; tightly coordinated management of policies and operations among the various organizations at headquarters level, each one being responsible for its particular field of competence; each of the respective headquarters should give the highest priority to supporting and servicing the field office; finally, the individual roles and mandates should be clearly spelled out in order to avoid duplication.

5. Thirdly, with regard to the administration of the system, a single high-level body, which the Nordic project called an International Development Council, should be responsible for the operational and humanitarian activities of the United Nations. That body, which could be universal or of more limited membership, would meet once a year for a few days. Other organizations such as Habitat, UNEP, UNCTAD and the International Trade Centre UNCTAD/GATT and, in the longer term, the specialized agencies could also be brought under that governing body. All of those entities would receive operational guidance from separate executive boards, which themselves would report to the high-level governing body. Each of the executive boards would be composed of 15 to 20 members and would meet for one or two days on a monthly or bi-monthly basis; it would have the particular competence of each body represented and would be appointed for three years, for example. It would of course review budgetary and financial matters.

6. In the fourth place, in order to promote the team spirit indispensable to the enterprise as defined, the United Nations should develop a more coherent personnel policy, encouraging the recruitment of women, and promoting mobility between Headquarters and the field as well as between the various funds and programmes. The use of national professionals should also be increased.

7. Fifthly and finally, the modernized system should have predictable and multi-year resource flows, based on a combination of assessed, negotiated and voluntary contributions. Most importantly, a significantly larger share of the total resources available for international development assistance should be channelled through the United Nations.

8. Regarding UNDP itself, and its place within the United Nations system as a whole, its mandate was to build national capacity for human development and to coordinate efforts in that area. UNDP had recently moved towards a programme approach as well as national execution, which were two ways of giving the countries themselves greater responsibility and enabling them to be in control of the programmes. That methodological transition was difficult, but it was working. The new arrangements for support costs would permit the acquisition of goods and services from the most appropriate and cost-effective sources. UNDP for its part would remain accountable, through review and evaluation, for the quality of the inputs it provided, and would in no way abdicate that responsibility. UNDP's move upstream towards policy

dialogue and programme formulation underlined the key role which UNDP country offices would increasingly play. The recent worldwide move towards democracy and economic liberalization reinforced UNDP's capacity-building role in both policy formulation and programme implementation. UNDP was already providing critical technical assistance in support of the democratization process in a number of countries, such as Albania, Angola, Cambodia, Ghana and Mongolia. It was preparing to take direct action in South Africa and help to build the national capacity to manage the transformation to a more equitable society. The Secretary-General had requested UNDP to organize a donor conference and it was currently in the process of establishing a special trust fund for South Africa.

9. The principle of universality required that UNDP should respond to requests for assistance from any new developing country, whether it was in the North, South, East or West. At the current session, he was asking the Council not to change the focus of UNDP or to divert resources from the poorer developing countries and to continue to give special assistance to the LDCs. He appealed to it to offer the young countries of the former Soviet Union their legitimate right to benefit from the capacity of UNDP in the same way as all the developing countries.

10. UNDP would continue to intervene in Africa where the recent political and economic developments gave cause for optimism but where formidable problems still persisted and were aggravated by the drought in the southern and eastern regions. Africa should also be assisted in alleviating the short-term repercussions of structural adjustment. Furthermore, UNDP was becoming increasingly involved in the protection of the environment and planned to play a key role in the activities to follow up the decisions that would be taken by the United Nations Conference on Environment and Development. It also intended to intensify the struggle against the social and economic implications of the AIDS pandemic and minimize its effects on development. The United Nations system should offer a unified response based on the WHO/UNDP alliance against AIDS formed a few years previously and built on the comparative advantage of each organization.

11. In conclusion, he thanked the developed as well as the developing countries for their unfailing commitment and support. He wished in particular to thank Sweden which, in 1992, had increased its contribution by 11 per cent, thus becoming the largest single donor to UNDP. Norway, for its part, was once again the country which had made the highest per capita contribution.

OTHER FUNDS AND PROGRAMMES (agenda item 9) (continued)

United Nations Volunteers programme (continued) (DP/1992/37 and Add.1)

12. Mr. AFANASIEV (Russian Federation) noted that his country had only recently begun participating actively in the United Nations Volunteers (UNV) programme. As the successor of the USSR in the international organizations, Russia was assuming all the rights and obligations of the former Soviet Union, including its financial obligations to the programme. A new agreement would be signed to render official the relations between the programme and Russia. Since its establishment, the Russian Government had taken an inventory of all the requests made to it, and 26 Russian volunteers were already in Cambodia,

working in the areas of higher education and stabilization of political institutions. The Russian Government was determined to continue that cooperation.

13. Ms. McSWEENEY (Executive Coordinator, United Nations Volunteers Programme) noted that delegations agreed with the main focuses of the future action of the programme and welcomed the emphasis placed on the LDCs, the ability to adapt to the specific needs of each country and the complementarity with the entire mechanism of development aid and humanitarian assistance of the United Nations system. Delegations had called for a greater effort to be made in a number of areas, which would be done, and had come up with new ideas which, she was sure, would improve the comparative advantages and the "added value" of the volunteers.

14. The Administrator's proposal concerning the Special Voluntary Fund offered the programme and its partners opportunities to make bolder use of the fund, primarily to finance innovative development initiatives and for the guidance and information of the volunteers and the special recruitment campaigns. Many countries, both recipients and donors, had reaffirmed the relevance and usefulness of the Domestic Development Service, but strengthening or even just maintaining those activities would have financial implications. The programme would continue together with UNDP, to seek a solution which would, as delegations wished, give those activities financial security.

15. The 160 volunteers who were currently engaged in humanitarian assistance were all working with United Nations organizations, primarily UNHCR, UNICEF, WFP and WHO. The question of the financing of those activities and of the mechanisms to be established for that purpose should therefore be placed again within the context of the entire system, for example, by intensifying the current discussions with the Humanitarian Affairs Department of the United Nations, taking into account the outcome of the future debate of the Governing Council on humanitarian assistance. The sustained efforts made to rationalize the administration of the programme would be presented to the Governing Council in 1993, within the framework of the submission of UNDP's administrative budget.

16. The PRESIDENT declared the general debate on the item closed and suggested that the Drafting Group should begin work on a draft decision.

17. It was so decided.

The meeting rose at 12.55 p.m.

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SUMMARY RECORD OF THE 17th MEETING

Held at the Palais des Nations, Geneva,
on Monday, 11 May 1992, at 10 a.m.

President: Mr. BREITENSTEIN (Finland)

later: Mr. NEAGU (Romania)

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Annual report of the Administrator for 1991 and priority areas identified therein (high-level segment)

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The meeting was called to order at 10.05 a.m.

ANNUAL REPORT OF THE ADMINISTRATOR FOR 1991 AND PRIORITY AREAS IDENTIFIED THEREIN (HIGH-LEVEL SEGMENT) (agenda item 2) (DP/1992/12 and Add.1, 2, 4, 5 and 6)

1. The PRESIDENT reminded the Governing Council that, before starting the high-level debate as such, it had already heard two important preliminary statements introducing the 1992 Report on Human Development and the report of th Administrator. Personally, he very much hoped that the concept of human development would become operational in the near future and he noted with satisfaction that UNDP supported the idea of organizing a summit on the topic.

2. Mr. JI Chaozhu (Under-Secretary-General for Economic and Social Development), referring to the major reform of the United Nations Secretariat currently under way, said that it included in particular the creation of the new Department of Economic and Social Development which he headed: the new Department consolidated five former independent entities and should be able to respond better to the needs of developing countries in the formulation and implementation of their development programmes. The risk of duplication of activities had been eliminated and all coordination issues had been resolved. The new Department had been entrusted with ensuring system-wide coordination of operational activities and with preparations for the triennial policy reviews and was required to submit proposals on the administration and financing of those activities as requested by the General Assembly in its resolution 46/219. The new Department would be involved in the designation of Resident Coordinators and the strengthening of the Resident Coordinator system. It would also be responsible for research and analysis of development issues and for supporting all technical cooperation activities in developing countries. The General Assembly had endorsed the approach taken by the Secretary-General in restructuring the Secretariat and had approved, originally in its resolution 44/211 and later in its resolution 46/219, a reorientation of the modalities for United Nations system technical cooperation activities.

3. Governments were striving for more effective structures and ways of strengthening action in the economic and social sectors. In operational activities for development, they would wish to exploit the advantages of UNDP, as the central funding body for the system's technical cooperation programme, and of the specialized agencies. Under the new orientation, the tripartite relationship between UNDP, the specialized agencies and Governments must continue to be the cornerstone of operational activities. The "centres of excellence" of the United Nations system must be strengthened, as had been noted in the Nordic project for reform, and effectively drawn upon in support of national execution and the programme approach. Developing countries must be able to have continuing access to the expertise of the specialized agencies and their experience in the field of development. The Secretary-General had called for greater harmonization of the activities of the specialized agencies, of the financing organizations and of concerned organizations of the United Nations system in order to maximize the impact of the work undertaken in the economic and social sectors. At the country level, coordinated system efforts implied an enlarged and stronger role for Resident Coordinators. The Economic and Social Council would consider that question in July 1992 as part of its triennial policy review of operational activities.

4. As the twenty-first century approached, there were many challenges that must be met. The end of the cold war had, for the first time, created real opportunities for cuts in military budgets and for the resources thus saved to be devoted to economic and social development. The United Nations system should be in a position to assist the countries of the Community of Independent States (CIS) to convert their military facilities to civilian use and to intensify its assistance to countries with economies in transition. The Secretary-General had also requested the new Department of Economic and Social Development to serve as an information clearing-house for activities undertaken by the concerned elements of the United Nations system in the CIS countries. It was apparent that many countries in Africa would require significant assistance from the United Nations system over the coming decade and beyond. A substantial number of those tasks could only be achieved if the United Nations development system cooperated closely with the political departments of the United Nations and the new Department of Humanitarian Affairs. A good working relationship had already been established between the new departments: in collaboration with UNDP, the Secretariat had provided advice on electoral reform to Governments which so requested. It had initiated discussions with the World Bank, the IMF and the Emergency Relief Coordinator in efforts to alleviate the severe drought in southern Africa.

5. On the protection of the environment, the system should respond to the needs of the developing countries which, following the forthcoming Conference at Rio de Janeiro, would require increased assistance in their efforts to achieve sustainable development. The Department of Economic and Social Development, again in collaboration with UNDP, had formulated a number of projects which had been approved for financing under the Global Environmental Facility. In the demographic field, the United Nations system must increasingly assist Governments to control problems which would otherwise threaten economic and social progress and political stability. The Executive Director of UNFPA and her team were to be congratulated on having already integrated the new support cost arrangements into UNFPA's new programme of work.

6. Those arrangements were just coming into effect but the Under-Secretary-General for Economic and Social Development, in collaboration with the Administrator, would work to ensure a smooth transition. The Department was in continuous contact with the interested agencies to respond to questions in that connection.

7. Mrs. SADIK (Executive Director, UNFPA) noted that the latest demographic projections had forecast that the world population would reach 6.4 billion people by 2002, 8.5 billion by 2025 and 10 billion by 2050. The long-term demographic future would depend on what was done or not done during the next 10 years. It was therefore encouraging to note that more and more countries were adopting family planning programmes, but the trend must be accelerated at both the national and international levels; it was thus essential that family planning services should be made available to the 300 million women in developing countries who currently had no such access. UNFPA's calculations showed that the cost of attaining the medium-projection fertility level in the year 2000 would be about $9 billion a year by the end of the century. That was double what was currently being spent in the developing countries on family planning but was a very small outlay compared with the cost of reaching

other goals, insofar as it represented only about 2 per cent of the aid budgets of the industrialized countries, or the equivalent of approximately three days of current global military expenditures.

8. There was no question that the investment would be very worthwhile, as was proved by the results achieved in those countries which had curbed their population growth in the 1960s and 1970s and had been better equipped than others to withstand the difficult years of the 1980s. The reason might be that the investments which produced slower population growth - in education, maternal and child health care and family planning and the improved status of women - had also laid the foundations for faster economic growth. In other words, contrary to established opinion, social investment produced a tangible return in economic terms and that finding should encourage Governments and intergovernmental organizations to give higher priority to social-sector activities. On the other hand, rapid population growth combined, as it frequently was, with extreme poverty was an obstacle to sustainable development, which was the goal of the international community. The means to end poverty and achieve slower population growth were often the same: the developing countries where demographic growth had slowed were also those which had found it possible to choose means of development which would not put an intolerable strain on their own resources and those of the Earth.

9. It should not therefore be a surprise that 9 out of 10 of the national reports from developing countries submitted to UNCED had stressed the importance of the population factor in the protection of the environment. It was all the more regrettable that, during the latest session of the Preparatory Committee, it had been decided to delete all references to family planning from the text of Agenda 21 which was to submitted to the Conference. The international community however had a long-established consensus on family planning which was reflected in texts that safeguarded the rights of individuals and couples to free choice of family size and to the information and the means to enable them to make that choice. That consensus should be submitted to the Rio Conference in terms which would also reflect the progress that had been made on the issue over time.

10. In the population field, family planning programmes had been developed and implemented for the past 20 years. The success of a programme depended above all on the quality of the family planning services available and of the information, education and communications services which accompanied them and which should equally be tuned to the variety of people and their needs. The active involvement of women was vital at all levels, including those of policy-makers and planners.

11. UNFPA had always been concerned to pursue strategies which best promoted national capacity; it had therefore consistently supported national execution of UNFPA-assisted programmes. The vital elements for successful national execution were: committed leadership; managerial and technical support; reliable financial systems; and appropriate advice and support.

12. Collaboration and coordination were vital in the population sector. The role of the Government was central and each State must give priority to building up capacity to coordinate assistance. That also involved the structuring of a more coherent and more coordinated United Nations system. On

the population issue, that meant that all United Nations agencies and organizations must be active in promoting a consistent set of population goals and that there must be better communication between the technical and operational parts of the system. In that connection, UNFPA supported the efforts of the Secretary-General to reorganize the disparate units of the Secretariat into a more coherent whole; in particular, it welcomed the creation of the Department of Economic and Social Development. At the national level, the United Nations system should assist countries upon request to translate the broad goals of the Fourth International Development Strategy into national plans of action which would include population considerations as an integral part of all sectoral plans.

13. UNFPA supported the establishment of national population programme frameworks. A joint letter from the heads of UNDP, UNICEF, WHO and UNFPA had been sent to the staff of all four organizations calling on their field representatives to ensure better coordination in the area of maternal and child health care and family planning. In the implementation of UNFPA-assisted country programmes, the agency sought close cooperation with all organizations and notably with UNDP and UNICEF, starting with the harmonization of programming cycles. Cooperation between UNFPA and the intergovernmental financial institutions was also excellent.

14. On the whole, on the issue of coordination and effectiveness, she supported the conclusions of the Nordic project for reform of the United Nations system. In particular, consideration should be given to the suggestion that funding for operational activities should be based on negotiated pledges. The proposals regarding the role of the specialized agencies and the expanded powers of Resident Coordinators were also excellent.

15. Mr. CRUZ (Portugal), speaking on behalf of the 12 Member States of the European Community, emphasized the importance which the Community attached to United Nations operational activities for development which were also to be reviewed at the high-level segment of the Economic and Social Council and during the triennial review of operational activities for development. The demands placed upon the United Nations system, and upon UNDP in particular, continued to grow. UNDP had already made a positive contribution through its management of the Resident Coordinator system, but much remained to be done as duplication and overlapping were still widespread.

16. The time had therefore come to consider ways in which the governance of the system could be improved. Improvement was certainly necessary in the implementation of decisions taken by governing bodies. In areas such as national execution, although UNDP was trying to implement General Assembly resolutions, other institutions had been less responsive. Clearer system-wide guidance was needed together with a more focused role for individual United Nations organizations and increased efforts by Member States in the governing bodies. With regard to the triennial review of operational activities, special efforts should be made to implement General Assembly resolution 44/211, which had set out an ambitious programme of reform, much of which had not been implemented.

17. Further improvement in coordination should enable every United Nations organization to make maximum use of its comparative advantage. In

Central America, for example, UNDP now coordinated the work of the various United Nations agencies through integrated area activities and participatory development, and was willing to repeat the positive aspects of the model in similar situations in other countries.

18. One area in which further improvements in coordination could be made was in the implementation of the AIDS programme. It was to be hoped that the dispute between UNDP and WHO on that issue would quickly be resolved. In Africa, which presented one of the major challenges, now exacerbated by the drought in southern Africa, the efforts by many African countries to overcome their problems were encouraging, and the joint meeting of African Ministers of Planning and Finance held in 1991 was an important landmark. UNDP should continue to give high priority to Africa, and particularly to the least developed countries.

19. With regard to the assistance which UNDP proposed to give to Eastern Europe and the Commonwealth of Independent States, the European Community was not yet fully convinced of the need to establish a UNDP presence in all those countries. It looked forward to receiving more information on UNDP's role before taking any decision, and hoped that the United Nations would aim at a truly integrated approach in that regard.

20. In its Human Development Report, UNDP had for the past three years extensively studied the link between sustainable development and a broad-based development model. The Member States of the European Community had always supported the publication of that report and would continue to do so, as human development was an integral part of the overall development process. The three reports published so far were a valuable source of information which contributed to the cause of development, and were an area in which UNDP had demonstrated its genuine comparative advantage. Some countries had difficulty in subscribing to some elements of the 1992 report and the Member States of the European Community, too, had found points with which they were unable to agree. However, such differences of opinion should encourage open discussion. That was the best way of making progress in the conceptual debate on development. The Human Development Report had an essential catalytic role.

21. UNDP should continue to give high priority to environmental issues and would certainly have an important contribution to make in implementing the outcome of UNCED. The Council would have to consider that role carefully, bearing in mind its comparative advantages.

22. The full participation of women, as well as men, in the development process should be ensured. While there was a growing involvement of women in that process, much remained to be done, not least by UNDP.

23. Mr. MACHIN (United Kingdom) said that if the United Nations system was to meet the challenges of the 1990s and beyond, it should lose no opportunity to maintain the reform momentum already achieved, for example, with the Nordic project and the Secretary-General's initiative. Reforms had also been introduced in the Economic and Social Council, and its session in July 1992 would provide a further opportunity of continuing the process. Each governing body should improve its own agency performance, and coordination and

streamlining within the system should be pursued. UNDP occupied a central position in that system and had a major task before it if the perceived marginalization of the United Nations in development was to be reversed.

24. UNDP should first be restored at the centre of United Nations technical assistance, working closely with the World Bank, and should become the main focus of multilateral technical assistance funding. It should then expand its human development activities, particularly in the developing countries. To that end, it would have to revitalize its approach to aid delivery and coordination at the field level. In order to attain those goals, UNDP should first define its role in relation to the financing institutions, particularly the World Bank.

25. UNDP's greater emphasis on capacity-building was welcome. However, it should be clear in its objectives and able to demonstrate its effectiveness. To that end it needed to be imaginative and to work closely with non-governmental organizations and local groups as well as national Governments. It should not be afraid to limit its activities, as partial success was better than comprehensive failure.

26. The Resident Coordinator was the best means of coordinating United Nations assistance at the field level. UNDP should therefore continue to strengthen the calibre of its Resident Representatives.

27. With regard to the programme approach, the emphasis on the development of national development plans in which priorities were set by the developing countries themselves was welcome. However, cross-sectoral issues should not be lost sight of in the process. The six themes were important to many developing countries and efforts should be made to ensure that they were properly reflected in national plans. There should also be greater emphasis on good government and a redefinition of UNDP's role in the fight against AIDS. UNDP should also continue to encourage a more technical focus by the specialized agencies, and consider how it might collaborate with the non-governmental organizations in its grass-roots activities, a subject which was known to be high on the Secretary-General's own agenda. Programming should also be improved and a linkage established between global priorities and country programmes. The Human Development Report was recognized as an essential tool by many Governments and non-governmental organizations and, as such, it had contributed significantly to enhancing UNDP's reputation and to the international development debate. The Human Development Report team should therefore continue its work in the same independent manner as in the past. Lastly, there was a need to improve performance in UNDP programmes through more careful evaluation.

28. Those important objectives were unlikely to be achieved unless UNDP had a lean and efficient management structure. The Administrator was to be congratulated on his moves so far in that direction. The Secretary-General, too, had started to introduce reforms at the more senior levels in the United Nations Secretariat. It was to be hoped that a constructive dialogue could be established between the Administrator and the Secretary-General on the one hand and member nations on the other, in order to pursue those organizational changes.

29. UNDP was the product of its member States, whose duty it was to ensure that it worked effectively in the interests of all. To that end the Governing Council should govern more effectively, concentrate on important policy issues and give the Administrator clear strategic guidance, delegating less important matters elsewhere. It should therefore first be ensured that the Standing Committee on Programme Matters functioned more effectively. The members should also rationalize their work by operating increasingly on a biennial or triennial basis. Moreover, they should be selective and resist the temptation to focus on areas outside UNDP's primary objectives and comparative advantage, such as the development and environmental activities likely to follow the Rio Summit.

30. A three- or four-week governing body session would not be tolerated in the private sector. The adage that time was money applied equally to UNDP, and should be borne in mind if member States wished to correct the deficiencies responsible for its marginalization. However, the consensual approach of UNDP was invaluable and, while individual interests were important, it was implicit in that approach that the greater good should prevail. The United Kingdom Government would continue to give firm support to the programme.

31. Mr. Neagu (Romania) took the Chair.

32. Mr. MERSON (World Health Organization) said that, since the beginning of the pandemic, 10 to 12 million adults had been infected with HIV and 2 million of them had developed AIDS. Sub-Saharan Africa was the most heavily infected area, but the pandemic was continuing to spread throughout Latin America and the Caribbean, Asia and the eastern Mediterranean region. There was no doubt that the pandemic was truly global at the present time. According to projections, by the year 2000 there would be 30 to 40 million persons infected with HIV and 12 to 18 million with AIDS. As a result of their declining immune status, at least 5 million of the latter would develop tuberculosis, which would result in the spread of that disease throughout the population. To the direct costs of providing health care must be added the indirect costs resulting from the loss of young, trained manpower. Unlike other fatal diseases, AIDS took its toll mainly on men and women in the prime of life.

33. AIDS spread primarily through heterosexual intercourse even if it could also be transmitted in other ways. It was therefore necessary to provide education on safer sexual behaviour and ensure access to condoms. It was essential to strengthen activities for the diagnosis and cure of other sexually transmitted diseases which considerably facilitated the transmission of HIV. It was also essential to maintain a safe blood supply and to prevent infection in women of child-bearing age. Lastly, stress should be placed on the provision of community-based health care and social support for infected persons.

34. Those prevention, care and support activities needed to be undertaken together in order to be effective. Family members of AIDS patients must know how the disease was spread so that they would not abandon their relatives out of fear that they themselves would become infected. There was also a need to help Governments to deal with the growing social and economic consequences of

the pandemic and, in that regard, WHO had a major role to play, since knowledge about AIDS and its epidemiology was essential for understanding its developmental impact and for planning the measures to be taken.

35. Under its Global Programme on AIDS, WHO provided technical guidance to all countries requesting it and assisted in policy formulation in that field. During the past year, it had evolved a consensus on approaches for the prevention of HIV infection during surgery and dentistry and on the transmission of the virus through breast-feeding. WHO was also seeking to draw lessons from the preventive measures already taken. It accorded high priority to biomedical and epidemiological research efforts and, in collaboration with the Division of Global and Interregional Programmes of UNDP and the pharmaceutical industry, it was studying ways of ensuring universal access to any AIDS vaccines that might be developed. It was continuing to give high priority to efforts to prevent discrimination against HIV-infected persons, since there was abundant evidence that such measures as mandatory testing and quarantine could not stop the spread of the disease. It had made efforts to enlist the support of national leaders in the fight against AIDS, since it was convinced that the greatest danger in that regard was denial. At the end of 1991, the Heads of State of the Commonwealth countries had pledged increased political commitment to the fight against AIDS and in June 1992 the OAU heads of Government were expected to adopt an action programme on AIDS. Those high-level commitments were necessary in order to bring about the required multisectoral response.

36. The United Nations bodies should therefore intensify and coordinate their activities at all levels. Accordingly, WHO welcomed the fact that the UNDP Administrator had referred to the need for a unified response to the pandemic. In accordance with General Assembly resolutions, WHO had set up a number of global mechanisms to fight against AIDS and was convinced that the involvement of other specialized agencies, such as UNFPA, UNICEF, UNESCO, the World Bank, and the United Nations Volunteers, was essential to deal with all aspects of the pandemic. It was particularly important to ensure that close coordination existed at the country level, the best approach being the WHO/UNDP Alliance signed in 1988. In the fight against AIDS, UNDP's support to the health sector was as important as WHO's technical input in other sectors.

37. In response to comments made by Mr. Cruz on behalf of the European Community, he said that WHO and UNDP were currently working to modify the operational procedures for implementation of the Alliance in order to take account of UNDP's new emphasis on national execution. WHO welcomed UNDP's support for national AIDS programmes, which in 1991 had amounted to $5.6 million for 22 country programmes. There were also possibilities for enhanced collaboration at the global and regional levels, for example by the secondment of staff or the undertaking of joint initiatives. The important discussions on the restructuring of the United Nations should not lead to any slackening of efforts to respond to the AIDS pandemic. It was also necessary to ensure, within the framework of the Alliance, the integration of national AIDS programmes into the UNDP and WHO programmes.

38. Mrs. LØJ (Denmark) welcomed, first of all, the changes that had been made over the past two years in the regulatory framework of UNDP and observed that the time had come to concentrate on the implementation of that framework, both at headquarters and in the field.

39. The development of human resources was at the heart of the development process. It affected all sections of the population, including the most vulnerable groups, such as the disabled. It was also a means to maximize a country's creative and productive resources. That was not possible without the existence of national capacity-building. To that end, UNDP's neutrality and universality enabled it to provide valuable assistance, at both the governmental and local levels. Such assistance enabled the recipient countries to engage in a fruitful dialogue with the donor community, which was all the more important since the latter attached increasing importance to respect for human rights.

40. The country programmes submitted at the current session bore evidence of the shift to a programme approach and of a concentration on the six themes of the fifth programming cycle. That shift was to be welcomed. However, much still remained to be done, in particular at the local level. First of all, it was essential to give a better understanding of the new structure and the guidelines for implementation. Secondly, when it was a question of staffing the field offices, account must be taken of the shift to active participation. Thirdly, the role of the various parties concerned in that area, in particular the multilateral organizations, must be very carefully defined.

41. In accordance with General Assembly resolution 44/211, UNDP had undertaken to reorient its activities and it was more important than ever for the Programme to play its specific role in the development system. Donor countries preferred to channel their multilateral resources through the organizations they considered to be most effective. In order for development aid to be as effective as possible, the activities of donors and national authorities should be perfectly coordinated. It was therefore very important to maintain close contact with the World Bank, regional banks and specialized agencies both at headquarters and in the field. In that regard, she requested the Administrator to submit a more detailed report on the coordination undertaken so far and on the results obtained.

42. In 1991, dramatic changes had continued to take place in Central and Eastern Europe, with many positive results. Some of the new States which had thus emerged had become UNDP members with recipient status, in accordance with the criteria defined for the fifth programming cycle. Her Government recognized that it was important to support those countries in their difficult stage of transition but considered that that should not result in a change in the Programme's orientation and that assistance must be aimed first and foremost at the poorest developing countries. That was the policy which the Danish Government had followed, since the assistance granted to the European countries in transition was over and above the allocation of 1 per cent of the Danish GNP to international development assistance. The new trust fund for the Baltic States established by the Administrator was an appropriate way of raising additional funds, and her Government was considering the possibility of contributing to it. Since the IPFs of the countries of Central and Eastern

Europe would be relatively small, UNDP would have to play an essentially catalytic role in that region. It was therefore important to coordinate the activities of UNDP and the United Nations. In the field, all United Nations organizations and specialized agencies should have joint offices and utilize their respective comparative advantages with enhanced cost-effectiveness. Her Government would therefore welcome a detailed report dealing not only with the role of UNDP in Central and Eastern Europe but also with its relations with other United Nations bodies, including the issue of common premises.

43. Denmark appreciated the role played by the Resident Coordinators in channelling international aid in emergency situations. The workload of UNDP field offices had increased considerably as a result and, in view of the stagnation of voluntary contributions, it was essential to find a way for those expenses to be more evenly shared among the organizations involved.

44. She agreed with the Administrator that UNDP should also concentrate on development activities, leaving emergency activities to others. In emergencies, UNDP's role was to assist the relevant national institutions in incorporating the necessary preventive measures in their development plans.

45. The Human Development Reports constituted an important contribution to the development process. They showed clearly the economic disparities in the world and brought the human factor to the fore. They had made it possible to introduce human resources development in national and international development planning and had thus changed the perception of UNDP from a development programme to the human resources development programme. Those reports had been widely quoted and had greatly stimulated the debate on new issues in the development process. Denmark strongly supported the continuation of that work and thought that UNDP should be able to introduce new instruments for measuring development in the context of human development. However, it would be useful to refine further some of the data presented, since the credibility of a report would depend on the reliability of the data used. Even if, like many other delegations, her delegation did not always agree with the conclusions or suggestions of those reports, the important thing was that they existed.

46. No lasting peace could be achieved so long as the rich and the poor were separated by vast disparities, at both the international and national levels. The United Nations system could only realize its full potential in that field if it adapted to the realities of the day. She therefore welcomed the reform process launched and regarded as extremely encouraging the fact that the Administrator had expressed so frankly his ideas on how to reform the United Nations system. One of the recommendations of the project submitted by the Nordic countries dealt with changes in governance and financing of the major United Nations funds and programmes. If the United Nations organizations failed to concentrate on areas in which they had comparative advantages and to cooperate with other multilateral organizations, they would be unable to meet the development needs of the 1990s, which would lead to stagnation of development activities within the United Nations system.

47. Mr. KANOME (Observer for Albania) said that the new democratic Government of Albania had inherited an extremely serious economic situation, in a country which was nevertheless rich in natural resources and also had a not

inconsiderable human potential. In order to build up a market-economy, democratic State, the Government had to restructure the economy, the education system and scientific research and, above all, change the mentality of the people, all of which necessitated substantial assistance from outside. Under the Communist regime, UNDP had undertaken major projects in Albania which had contributed to the progress made by the Albanian people and recently the Management Development Programme had established more clearly the reforms necessary for the transition to a market economy. Albania's urgent need was for coherent technical assistance on the training and retraining of young specialists and the modernization of scientific research, with a view to its more effective integration in industry. The physical presence of UNDP was a matter of great importance in countries in transition, as was evident from the programme of work of the field office which had been opened in Tirana in 1991.

48. To overcome its difficulties, Albania had appealed to the developed countries and negotiations were in hand with the IMF, the World Bank and other institutions. He called on all donor countries to make support for Albania a priority target, since it was one of the least developed countries according to World Bank estimates. He also requested UNDP to make a larger allocation for the fifth cycle, since the Albanian Government would undertake to implement any projects that might be included under that head.

49. Mr. HALES (Guyana) said that UNDP technical assistance had frequently been the means of ensuring the success of economic recovery programmes in developing countries. The reorientation of the Programme in response to new challenges in technical cooperation was accordingly a significant step and the new approaches proposed would, in his delegation's view, optimize the effectiveness of UNDP at the country level. The five-point plan outlined by the Administrator in his introduction to the high-level debate was the fruit of mature reflection and the Council would wish to give the ideas contained in it the serious consideration they deserved at the next session.

50. In the context of the new programme approach, country programmes for the fifth cycle were aimed more and more at ensuring a positive interaction with national development objectives. The emphasis on national execution was also a positive development, but was nevertheless indissolubly linked with national management capacities; hence the importance of the Management Development Programme and the need to ensure that it was guaranteed adequate financing from the Special Programme Resources. Turning to new obstacles to human development, he commended UNDP for the "HIV and Development" programme and urged its continuation as a contribution to the campaign against the AIDS pandemic. His delegation extended its fullest support to the work being done to promote the contribution of women as a crucial factor in development. It noted with satisfaction that UNDP was aware of the link between the environment and development and was continuing the search for solutions to ecological problems at the national, regional and international levels. Guyana was committed to responsible management and utilization of its natural resources, its rain forests in particular, but it was essential that its developed partners should also recognize their responsibility, since increased efforts on one side should be accompanied by a commensurate increase in the resources provided by the other.

51. At the special session in February and at the current session, the Governing Council had examined requests for admission to the status of recipient countries, submitted by the previous Soviet Republics, and concern had been expressed at that time in regard to the problems which might be raised by the opening of UNDP field offices in those countries in view not only of the limited resources available but also of the very real risk that such a reorientation might have repercussions on the traditional recipients of official development assistance. His delegation fully accepted the universality of UNDP technical assistance, but where resources were limited, priorities had to be set, the criteria for assessment in the case at hand being the extent of the needs and the primacy of the least developed countries. The Council had to bear in mind that the needs of existing beneficiaries were no less urgent than they had ever been and that the United Nations Programme of Action for African Economic Recovery and Development, for example, had failed for lack of funds, while the New Agenda for Africa was faced with the same threat and for the same reasons. Donor countries should accordingly increase development assistance across the board and UNDP should ensure the optimum use of those funds in the field. In any case, it was only right to bear in mind what the Administrator himself had said in his annual report for 1991 on the advantages enjoyed by former CMEA countries and the radical contrast between them and the developing countries.

52. Turning to the traditionally controversial Human Development Report, he said that his country fully accepted the concept of a people-oriented approach to development, since that had been the backbone of national policy from the time of independence onwards. Human development was none the less a multifaceted concept which could not be measured by a single yardstick and was not suspectible to simplistic quantification. The authors of the report had made laudable efforts to enlarge the field covered by their analysis, but it was a matter of some concern to see that UNDP, through the authors of the report, had sought to codify and index such complex and sensitive subjects as human rights and political freedoms. It would appear that UNDP, and the authors of the report, had exceeded their terms of reference and their mandate, encroaching on the spheres of responsibility of other bodies within the United Nations system. The 1992 report contained many positive elements on which to build, but Member States were entitled to expect that the Administration would take more account of their views and objections on a matter where it was essential above all to look for a compromise.

53. His delegation had noted that the Administrator's annual report had placed particular emphasis on the problems of Latin America, with only a passing mention of the CARICOM group of countries. It was to be hoped that that imbalance in emphasis did not reflect an equally unbalanced view of the development needs of those two subregions. His Government wished to acknowledge at the same time the prompt response of UNDP to its request for assistance to the Elections Commission, so as to ensure that the forthcoming elections would be seen to be demonstrably free and fair.

54. Mr. ALIKHAN (Deputy Director General, World Intellectual Property Organization) said that intellectual property had an important contribution to make to regional cooperation under changing global economic circumstances. The intellectual property system was in fact an integral part of economic

policy. It underpinned scientific and technical creativity and innovative development and it enabled countries to become more competitive and to win a greater share of international markets, in particular in the case of products having a significant technological component. The least developed countries, of course, still required assistance on legislation and institutional infrastructure, but, depending on the context, intellectual property regimes could contribute a great deal to the achievement of aims which coincided with those of UNDP.

55. Intellectual property was also a key element in economic management and reform programmes. The development of technological capacities, increasing the export orientation of small and medium-sized enterprises, the stimulation of joint ventures, the attraction of direct foreign investment and the creation of new products or the improvement of existing ones all depended to a large extent on the proper use of intellectual property regimes. During the past year WIPO had designed programmes in all the major regions of the world, enabling countries to exploit and harmonize their intellectual property systems in such a way as to contribute to the development not only of international trade, but also of the private sector.

56. There were two reasons for focusing on regional approaches. First, improving the trade and investment environment necessarily required multinational cooperation, which in turn promoted a greater consistency in national intellectual property regimes. Secondly, the intellectual property institutions, technical capacities and information, already available in some countries, could be pooled within a region, thus preventing duplication of effort and forming the basis of durable ties among nations constituting new markets. Against that background, WIPO was greatly concerned by the overall reduction in the resources allocated to multinational technical cooperation during the next cycle. Regional IPFs remained the only source of grant multilateral ODA for multilateral cooperation. In many developing countries, technical cooperation in policy-related areas, intellectual property matters in particular, should be funded from neutral sources.

57. Cooperation between WIPO and UNDP had always been excellent. UNDP had had a consistently good opinion of the performance of WIPO, which it had recently encouraged to undertake projects in Asia and Latin America. Prospects in Africa and in the Arab States remained bleak, however, and a great deal remained to be done - and should be done - in those regions. The new global situation needed a more dynamic attitude to multinational cooperation in the field of intellectual property. Such an approach would be of benefit to all countries and would have numerous multiplier effects. It was the view of WIPO that, among the new orientations for technical cooperation signalled by the Administrator in his annual report, space should be made for further innovation in an area of such enormous potential.

58. Mr. IVANOV (Russian Federation) said that although his country was successor to the Union of Soviet Socialist Republics, it had a quite different external policy consistent with the fundamental economic reforms which were designed to integrate Russia with the world market - hence the importance attached to cooperation with IMF, the World Bank, EBRD, EEC and UNDP. Russia wished to use the capacity of UNDP in order to facilitate reforms focused on the market economy. It had therefore requested the status of recipient

country, which called for three comments. First, such a status should enable it to overcome temporary difficulties which were the consequence of the dislocation of previous economic relationships and which would disappear with the establishment of new relationships. Second, Russia would continue to assist the developing countries through UNDP and even intended to expand such cooperation, including taking advantage of the experience of those countries in certain areas such as privatization. Finally, Russia would make no claim for a share of resources already programmed, or for any programme restructuring. It wished simply to have access to the skills of UNDP and to be able to use such of its mechanisms as were of special importance to countries in transition.

59. In his introductory statement, the Administrator had presented specific proposals for the improvement of the entire United Nations technical assistance system, but there were also other restructuring projects, particularly the Nordic project. Russia had always supported close coordination between all elements of the system but, because of the global character of the problems, it was necessary to await a political decision by the General Assembly. The Administrator had however been right to reaffirm the universal character of UNDP assistance as well as the legitimate right of the newly independent States of the former Soviet Union to benefit from such assistance. The Russian delegation approved the new orientations of technical cooperation set out by the Administrator in his annual report for 1991 (DP/1992/12), particularly the reformulation described in paragraph 11 of that document. The third Report on Human Development was a serious study which merited in-depth consideration. Its proposals and recommendations should be considered both by the Economic and Social Council and by the deliberative bodies of UNICEF and the specialized agencies. In that connection, special attention should be given to suggestions regarding a world summit on human development, an international fund to combat corruption, reform of official development assistance, use of peace dividends for development and new responsibilities in North-South cooperation.

60. Mr. SENE (Observer for Senegal), stressed the importance of the Administrator's statement on development in the world and his introduction of the Report on Human Development and suggested that those statements should be translated into the other working or official languages of the United Nations so that they could be given the publicity which they merited. His delegation welcomed the fact that the human dimension of development had been accepted by UNDP, because cultural values mobilized the potential creativity of people and their ability to adapt to the requirements of the modern age by preventing alienation and social disintegration as well as obscurantist or retrograde deviation. That was the context in which the prospective national development studies mentioned in the Administrator's report should be approached.

61. Concerning the Africa region, UNDP, in collaboration with ECA, the African Development Bank and the World Bank, would assist Governments to define the broad lines of their future policy in different areas of common action. In the context of programmes for popular participation to promote the multi-party system and the electoral process, UNDP had helped OAU to organize in Kampala, in May 1991, a seminar on security, stability, development and cooperation in Africa. On 25 May Senegal would organize a pan-African conference on the theme of democracy and the supervision of transition which

would be sanctioned by a so-called declaration of Dakar-Gorée and by the establishment of an observatory for transition in Africa. The island of Gorée was to be associated with that declaration as evidence of a dark period of four centuries of slavery and the slave trade which had been authoritatively recognized as one of the causes of Africa's backwardness. The proposal to build a Gorée-Almadies memorial marking the fraternal reconciliation of men and the rejection of racial discrimination had also been supported by OAU, the United Nations and UNESCO.

62. Among the activities undertaken by UNDP, his delegation had taken particular note of projects implemented in the fields of population and urban management, the fight against AIDS, the first meeting between UNDP, WHO and leaders of the pharmaceutical industry on improving the supply of medicines and vaccines in the world, the assistance of UNSO in connection with preparations for UNCED and the struggle against drought and desertification. His delegation also wished to stress the special importance which Senegal attached to the participation of women in development.

63. While the geopolitical landscape of the world was changing, the economic gulf between North and South continued to widen and the resulting imbalances represented one of the greatest current dangers. The future of the industrialized countries could not be dissociated from that of the poor countries. The question was therefore to transform relationships of economic domination into relations of partnership for shared development based on mutual advantage and reciprocal interests. On the issue of the environment, for example, the North, whose responsibility in that field was the greater, and the South should together make efforts at Rio to find realistic and effective solutions to the many problems which arose. The revival of development in the South was essential for the protection of the global environment because poverty was both the cause and a result of environmental degradation.

64. A system of international relationships must therefore be elaborated which would be better adapted to the current needs and realities of an interdependent world. It was for that reason that the South-South group on consultation and cooperation (G-15), had recently published a position paper on the new world order which stressed the need to combat marginalization, poverty and destitution in the developing countries, to establish peaceful relations in the world, to strengthen multilateral cooperation and to embark upon a constructive and continuing dialogue with the industrialized countries, in particular with the G-7, with a view to identifying the areas for priority action and proposing practical solutions. The Group considered that the role of the United Nations should be defined in terms of the democratization of international relations and the revitalization of multilateral structures dealing with security and disarmament, the environment and development, consistent with the principles of the Charter and international law.

65. Mr. DADZIE (Secretary-General, United Nations Conference on Trade and Development) said that, while some developing countries had achieved considerable economic progress over the past several years, many others still faced the task of setting up a self-sustaining process of investment, growth and development which would enable them to take off. Primary responsibility lay with the developing countries, but the international economic environment

must help them in that task. Development and cooperation must therefore become a central concern in the 1990s. The extent and nature of such cooperation were likely to be influenced by political changes and by the lessons learned from four decades of development assistance. The emergence of financial needs in the East and the interruption of aid provided by that region together with the probable increase in the regionalization of assistance would force a rethinking of the modalities and effectiveness of United Nations system technical assistance programmes, which had often been considered inadequate.

66. There was increasing agreement on the need to maximize economic efficiency, to promote ecologically sustainable development, to ensure a more equitable distribution of economic progress and to develop human capacities, as expressed in the consensus reached at the Cartagena Conference in February. Participants in the Conference had established two priorities for the 1990s: the elimination of poverty and the acceleration of economic growth and social development in the developing world on a sustainable basis, through a new partnership for development based on the recognition of sovereign equality, mutual interest and shared responsibilities. There were many opportunities for cooperation in those areas with other parts of the United Nations system and, in particular, with UNDP.

67. At its eighth session, UNCTAD had also decided to pay greater attention to the examination of domestic policies and national experience as developing countries were called upon to mobilize their own efforts and would require more efficient institutional support and a more favourable economic environment. Aid would continue to play an important role in complementing those efforts and aid effectiveness must be considerably improved. That would require better coordination between donors, greater involvement of recipient countries, increased attention to costs and a review of the role of experts and of non-governmental organizations as well as the strengthening of the role of technical cooperation.

68. Above all aid should be a means of accelerating the integration of developing countries into the world economy and in that connection the removal of barriers limiting the exports of those countries could make a much greater contribution than could the current levels of ODA.

69. UNCTAD's technical cooperation activities sought to increase the ability of developing countries to adapt to the world economic environment and to generate increased flows of trade. They assisted those countries to prepare and apply economic policies which stressed the links between trade, technology and finance and the evolution of the external environment. They also assisted them to obtain a better understanding of international economic problems by facilitating their participation in international negotiations. The value of the programme which UNCTAD, in collaboration with UNDP, had set up to assist the participation of the developing countries in the Uruguay Round had been widely recognized and would be put to advantage during the fifth programming cycle. UNDP support had also enabled UNCTAD to cooperate closely with the World Bank in the field of debt management. The three organizations would be co-sponsoring a major programme to help debtor countries to improve their capacity to manage their external liabilities.

70. UNCTAD's technical cooperation activities were also helping the developing countries to increase the volume and efficiency of their trade by improving commercial procedures and the related information and management services. In that connection, UNCTAD had prepared the ASYCUDA programme which was currently being implemented in more than 50 countries. At its eighth session, UNCTAD had also proposed the organization of an action-oriented symposium on trade effectiveness to be held in 1994 which ought to lead to the adoption of practical measures and would give special priority to promoting the participation of small and medium-sized enterprises in international trade.

71. In conclusion, he said that UNCTAD was aiding the developing countries to develop cooperation among themselves. At its eighth session, UNCTAD had approved the strengthening of technical cooperation, particularly within the framework of UNDP programmes. Experience had shown that there was a natural synergy between UNDP and UNCTAD and he was convinced that the particular approach of UNCTAD in the field of trade and development could make a substantial contribution to the restructuring of the United Nations system for development envisaged by the Administrator.

The meeting rose at 1.10 p.m.